DOCUMENT RESUME

ED 057 265 AA 000 758

TITLE Study of Adult Vocational Education Programs in Three Cities. Final Report.
INSTITUTION Analytic Systems, Inc., Vienna, Va.
SPONS AGENCY Office of Program Planning and Evaluation (DHEW/OE), Washington, D.C.
PUB DATE 24 Sep 71
CONTRACT OEC-0-70-4887(358)
NOTE 220p.

EDRS PRICE MF-$0.65 HC-$9.87
DESCRIPTORS Academic Achievement; *Adult Vocational Education; Caucasians; City Officials; Cost Effectiveness; Counseling Services; Data Collection; *Decision Making; Educational Planning; Employment; Financial Support; Industry; Males; Mass Media; *Program Evaluation; Research; School Systems; Student Characteristics; *Urban Areas; *Vocational Education
IDENTIFIERS Cleveland; Philadelphia; San Francisco

ABSTRACT

A study was conducted in three cities (Philadelphia, Cleveland, and San Francisco), selected to represent a cross section of major cities based on resident socio-economic characteristics, industrial base, and school system configuration. The effect of the decision of local school administrators concerning the critical needs of the community with respect to how these decisions shaped Adult Vocational Education (AVE) programs in these cities was studied. AVE students were questioned, and the following data were collected: (1) 72% of males were white; (2) 67% of males had completed 12 or more years of school; (3) 84% of males were employed; (4) Major reason for attending was job upgrading. It was found that lack of financial assistance hampered most programs. However, present AVE programs could be expanded and operated for a minimum amount of money if the disadvantaged group were recruited and safeguards were devised to prevent local school systems from utilizing the AVE money for other purposes. The AVE program in two of the cities studied is a small part of a large adult program that has no direct ties to other vocational training. Other findings of this study are: (1) None of the programs has in the past utilized a formal planning process for guiding program development; (2) No descriptive data on students are presently collected; (3) Guidance is limited to course selection and scheduling problems; and (4) The thrust of current programs is such that job development is unnecessary. (Author/CK)

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ANALYTIC SYSTEMS, INCORPORATED

FINAL REPORT

STUDY OF ADULT VOCATIONAL EDUCATION PROGRAMS IN THREE CITIES

Prepared for:
DHEW Office of Education
Contract No. OEC-0-70-4887 (358)

24 September 1971

Analytic Systems, Incorporated
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INTRODUCTION

The study of Adult Vocational Education (AVE) provided on the following pages brings into perspective the problems of AVE as these problems relate to the inner city resident. The AVE Program was examined in three cities; Philadelphia, Cleveland and San Francisco, where somewhat different approaches are being taken in AVE within differing environments.

The primary focus of the study is to examine the allocation of program resources with respect to local delivery systems, program emphasis and environmental differences to determine what Adult Vocational Education is being offered and to determine whom the program is serving. The study placed particular emphasis on defining the existing role of AVE as it relates to the poorer inner city resident, the unemployed and the underemployed.

The study plan incorporates the collection of basic data with interviews of school officials, instructors and community members to provide additional perspective to the assessment of the existing operation.

The study report is organized to provide findings and recommendations in the first two sections with detailed city information describing the program organization, operation and impact in the succeeding sections.

The report is written to provide the Office of Education with a perspective of how AVE Programs in cities really operate. Where such operation is not viewed as beneficial to AVE the report is not faulting the local school operation but rather questioning the position the school system has been placed in to bring about such outcomes. The study calls into question these major policy issues for consideration by the Office of Education:

- What are the Office of Education's responsibilities in the AVE Program?

- What are the basic objectives in providing vocational education for adults in terms of for whom and for what purpose programs are offered?

- Why is there no separate AVE Program responsibility defined within the Office of Education organizational structure?

- Can OE, states or local school systems make realistic program assessments or take action to improve AVE Programs without knowledge of the characteristics or motivation of the students now in attendance?

SUMMARY

The study was conducted in three cities; Cleveland, Philadelphia and San Francisco which were selected to represent a cross section of major cities based on resident socio-economic characteristics, industrial base and school system configurations. The findings summarized here are supported by the detail provided in the remainder of the report.

The report is not written to be in any manner critical of local programs as they exist in the three cities studied. All three city programs now provide a needed service to the community. The findings within the study must be interpreted in the light of the specific objective of the study, i.e., how existing school system resources are allocated to the disadvantaged inner city resident. Often the allocation of resources to this end is at cross purposes with other local objectives. It is the responsibility of the local school administrators to make decisions based on what he perceives as the more critical needs of the local community. This study focuses on the effect of such decisions with respect to how they have shaped the AVE Program within the three cities studied and how generally there appears to be a decline in AVE activity.

Program Focus

School systems provide AVE Programs that permit individuals to sharpen their present job skills, develop additional skills or pursue an avocational outlet. The motivated inner city resident who has a job can and frequently does take advantage of these programs. Because of a range of problems, however, there are, at this time, few programs aimed at the unemployed or underemployed inner city resident.

San Francisco and Cleveland are attempting to modify their approach to structure a program which addresses the unemployed group. This effort is in noticeable contrast to the apathy generally exhibited at all levels within the educational community toward Adult Vocational Education. Secondary vocational education is the area of concern at both the federal and state levels. AVE has developed its present status much in the manner of "Topsy". This lack of guidance and direction is possibly best underscored by the current absence of a cognizant staff position for AVE within the Division of Vocational and Technical Education.

Community organizations do not view AVE as a resource for training the unemployed. These organizations look to schools for assistance through federally funded programs but do not recognize the AVE Program as a source of training for the disadvantaged. Communities have, over a period of years, grown to accept AVE in its present form with rigid semester structure and infrequent class meetings. From the school viewpoint, particularly in cities such as Philadelphia, the organization takes the traditional view that education should be provided first to those that request and pursue it. Supplying motivational or supportive services is perceived as an activity beyond the scope of the school's responsibility. The AVE Program does provide excellent training over a period of years for those who can fit the program to their life style.

A school system stereotype perceived both by the school personnel and community residents as one incapable of providing intensive training is particularly damaging since the school system clearly has the instructional skills and physical equipment required to provide needed training for unemployed and low income individuals. Traditionally, rigid course schedules, competing needs for the educational dollar and the general lack of concern experienced by the school system for those not actively seeking out the educational establishment all contribute to the nonparticipation of those most in need of the training in AVE. Meanwhile the physical machine equipment owned by the schools which could be utilized for effective intensive training goes unused for long periods of time each day.

AVE Program Participants

Adequate participant descriptive data were not being collected in the three cities studied. Local school personnel have no way of determining the characteristics of enrollees or of knowing why they are participating in the program. All three cities collected some descriptive data from existing AVE students to assist this study. Data were collected on approximately 23 percent of the AVE students in Philadelphia, 11 percent in Cleveland, and 4 percent in San Francisco. Although the selection criteria for the sample data were "as available" results do provide insight into several aspects of program activity. Seventy-two percent of the males in the sample were white, 67 percent of the males had completed twelve years or more of school and over 84 percent of the males were employed. The reasons given by male participants for attending AVE courses were 45.4 percent for upgrading, 32.1 percent for personal interest, and 29.6 percent to develop a new skill. These results strongly suggest that the AVE Programs in the cities studied are not attracting the unemployed inner city resident.

Finance

A major deterrent to the development of programs aimed at concentrated pre-employment training is the lack of financial assistance. The cities were directed to develop programs to include disadvantaged by the 1968 Vocational Education Act but were not provided the financial assistance required to implement such programs. The demand for local funds to maintain existing programs and develop programs within priority areas exceeds the local money supply. Under these conditions a low priority program such as AVE has difficulty maintaining its present funding status. Other programs receive considerably more state, federal and local financial assistance. The following table was developed to show the difference between AVE financial assistance and federal assistance to the schools' MDTA Program. Because of various accounting processes the dollar figures shown are estimates but they are sufficiently accurate for the point being demonstrated. Reimbursement data were collected from records within the cities studied and verified with state officials.

CITY	AVE FUNDING - FY 70				MDTA	
	EST STATE	EST FED	TOTAL	STUDENTS SERVED	FED FUNDS FY 70	PLANNED SLOTS[1/]
CLEVELAND	145,102	15,372	160,474	7,800	1,091,492	610
PHILADELPHIA	203,400	31,200	234,600	18,045	1,849,415	659
SAN FRANCISCO	567,000	141,876	708,876	19,700	1,846,779	475
TOTALS	915,502	188,448	1,103,950	37,545	4,747,686	1.744

The data in the above table show that the three major school systems studied are receiving approximately $188,448 in federal funds and $915,502 in state assistance for a total of $1,103,950 to provide AVE training for some 50,000 community residents. At the same time those cities receive close to $5,000,000 in federal funds for the MDTA program to provide comprehensive training and supportive services to 2,000 to 4,000 participants. The MDTA program is aimed at selected hard core unemployed and provides concentrated pre-employment program stipends to the participants and extensive supportive services for the dollars allocated.

Present AVE Programs could be expanded and operated for a minimum amount of money if the disadvantaged group were recruited and safeguards devised to prevent local school systems from utilizing the money for other purposes. Looking at the comparative dollar figures and the number of individuals served, upgrading the AVE program would appear to be an extremely efficient investment at this time. More of the facilities and equipment from day school programs could be efficiently utilized for evening classes. The major expenditure for program expansion would be for paying instructors and for supplementing the program with a limited administrative staff. Additional utilization of existing physical

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[1/] A slot is a space for one person over a training time frame. Several people may receive training in one slot at various times over the time the slot was funded for.

machine equipment could be brought into play at minimum cost by such a straightforward expansion of the existing AVE Program.

If a program of concentrated pre-employment were to be developed by the schools, it would require additional full-time schools for use both day and night. Such a program would require funds for separate facilities and equipment but would have the advantage of being directed by administrators such as those encountered in the three cities studied. Each proved to be extremely resourceful and each was aware of how to obtain maximum services for the dollar spent. The AVE Program could be effectively expanded to include the disadvantaged inner city residents either by the expansion suggested above or by the establishment of a Concentrated Skills Center, if additional resources were provided, guidelines were developed, goals defined and accountability introduced, since adequate management capability does exist locally.

Organizational Structure

The AVE Program in two of the cities studied is a small part of a large adult program that has no direct ties to other vocational training. With the exception of apprentice programs, most of the courses offered in these cities appeared to be avocational or upgrading courses.

San Francisco's AVE Program is managed by a division directly involved with other federally funded programs. AVE Program personnel are aware of the inner city skill training needs because of their involvement in the other programs. As a result San Francisco has a pre-employment program aimed at the disadvantaged and an ongoing effort to incorporate operational areas such as research and evaluation within the AVE umbrella. For purposes of developing programs that are responsive to the inner city resident San Francisco's organization proved more effective in terms of encouraging the inner city resident to particpate and in terms of generally shaping a program to which the inner city resident would be attracted.

Planning

None of the programs studied has in the past utilized a formal planning process for guiding program development. The AVE Program has simply evolved. California now requires that districts develop plans for operational activities such as evaluation, counseling and job placement; Pennsylvania has specified basic information requirements. These efforts are initial steps toward establishing a program planning process but generally AVE planning is weak to non-existent in local schools.

No formal process exists in the three cities for selecting, designing and implementing individual AVE courses. New courses are usually identified as a result of community group requests, employer's requests or because of the principal or instructor's personal knowledge. The design and development of course offerings is an instructor function, usually involving the continuance of existing programs, barring strong reason for change.

Limited administrative staffs and funds restrict the development of a formal planning process. The administration within the San Francisco Community College district feels a training program is needed for personnel involved in planning which would assure that minimum uniform planning was achieved in all cities. Conversely, there appears to be little impetus in Cleveland or Philadelphia to move toward a more formal planning process since the priority of pressures in these cities dictates that school funds be used for more directly accountable purposes.

Data Systems and Evaluation

No descriptive student data are presently collected in the three cities. Without these data as a base there is no way for administrators to identify the population that responds to their program. San Francisco is now developing research and evaluation plans in which the collection of student data will be the first task. A Pennsylvania state form has been developed to collect descriptive information. Since the AVE and adult programs are combined in the three cities, data collected at registration would have to be collected on all adult students. Limited administrative staff and a lack of funds prevent compilation of data on such a large number of students (60,000 adult education students in both San Francisco and Philadelphia). San Francisco and Philadelphia appear to be moving in the right direction with respect to data collection while Cleveland has no plans at the present time for collecting participant data.

Recruiting

Brochures that advertise course offerings are supplemented by limited radio and TV advertising to inform the public of AVE offerings. No specific effort has been made through any of the advertising media to recruit inner city residents who are unemployed or underemployed in any of the cities.

Counseling and Guidance

Program counseling and guidance is limited to providing assistance in the selection of courses and to solving individual scheduling problems. Registration counselors are usually evening school principals or instructors. San Francisco is moving toward providing some assistance by establishing two career guidance centers aimed at assisting inner city residents and veterans who have personal problems related to vocational areas. (See section entitled "Counseling and Guidance", page 133)

Job Development, Placement and Follow-up

The thrust of current AVE Programs is such that job development is not necessary. Individuals participating in the program are for the most part employed, thus by addressing a select population the AVE Program has neutralized the requirement for placement services.

In some of the pre-employment programs in San Francisco instructors do assist in placement. There is no established follow-up process for placements and there are no employers to assist in course evaluation and planning within any of the cities.

Each of the areas summarized in this section is treated individually by city in subsequent sections of this report. There are additional sections that describe advisory group participation, instructor interviews and participant interviews.

FINDINGS AND RECOMMENDATIONS

This study was conducted to assess the extent to which Adult Vocational Education Programs are meeting the needs of the inner city resident. With few exceptions it was found that AVE training is not geared to the needs of the unemployed or underemployed inner city resident and that the schools offer little opportunity for adults to obtain concentrated skill training.

Major problems in organizational and operational elements of the AVE Program which lead to the exclusion of the inner city population from the AVE Program may be categorized under federal and local findings as follows:

Federal Problems

1. No definitions exist for the mission of the AVE Program within the OE organization.
2. No separate AVE Program responsibility is defined within the OE organizational structure.
3. No information is available at the federal level describing the characteristics of the AVE students or the programs they are attending.

Local Problems

4. Limited financial assistance is available to support adult vocational training.
5. No information is available at the local level to describe the characteristics of the AVE students or the programs they are attending.
6. Local programs lack those operational services necessary to operate effectively with the disadvantaged such as; planning, counseling and guidance within AVE.
7. Courses are provided primarily within constraints resulting from rigid and traditional hour and semester structures.

Federal

1. No definitions exist for the mission of the AVE Program within the OE organization. AVE as a program has evolved to its present position from the standards established in the Smith Hughes Act. Manpower training requirements emphasized during the 1960's resulted in the development of unique parallel organizations with special funding aimed at providing training to the disadvantaged. As a result, AVE with its limited funding has supplemented these programs by focusing on upgrading and avocational training, while the manpower programs have handled pre-employment training for the disadvantaged. With this split in responsibility adult training efforts have become fragmented. The total adult population is not represented in some training areas and is inefficiently served in others.

Questions not presently answered as a result of this lack of definition include:

- Who is responsible for coordinating all of the Adult Vocational training efforts within a given community?
- Who is responsbile for training those disadvantaged individuals who cannot enter manpower training programs or cannot qualify for such programs?
- Who is responsible for training those underemployed adults who cannot afford to pay for training but need and want to learn a skill which can result in better employment?
- Who is responsible for providing concentrated skill training to the young adults who do not go to or complete college and graduate from high school without learning a skill?

Some local school administrators (see Organizational Structure, page 31) are assuming roles as community planners and incorporating adult vocational training in an overall plan while others run programs separately, unaware of overlaps and gaps in services caused by such an approach. This inconsistency in approach develops from an absence of guidelines for local use from the Office of Education, outlining the responsibility of the schools to the adult community.

Recommendation. Adult vocational training must be defined with respect to its relationship to Adult Education and Vocational Education. This definition must come from HEW management and could require legislative modification. To provide information upon which realistic definitions can be made the Division of Vocational and Technical Education should establish a task force to develop information and make recommendations relative to AVE. These recommendations must consider the local school environment within which the program operates. Information to be developed by the task force should include:

- A description of who the AVE participants are and why they are taking courses. The current study provides insight into three city programs. Activity in these cities may not be representative therefore there is a need to develop information describing the status of the AVE Program in many major cities. (The Recommendation to Problem #3 provides more detail.)

- Specific definitions of community needs and alternative methods for meeting those needs. A workshop advised by state and local administrators should be convened to discuss the following critical issues:
    - What are the adult skill training needs of a community and how are these determined?
    - Is it the local school's role to coordinate and provide for adult vocational

training? What is the scope of the local school's responsibility?

- How should the local schools be structured to respond to the total adult vocational needs of the community?
- What are alternative training configurations for meeting the community needs?
- How should the federal government participate in providing both financial and technical assistance for AVE?

The task force should then prepare a position paper synthesizing outcomes and providing alternative configurations and measures for restructuring the Adult Vocational Training Program at the federal as well as local levels.

2. No separate AVE Program responsibility is defined within the OE organizational structure. No position exists within the Division of Vocational and Technical Education with specific responsibility for AVE Programs. This sets the tone for subsequent organizations at succeeding levels of management. Since the area of Adult Vocational Education itself cuts across the two major fields of adult and vocational training it is imperative that an individual from OE be cognizant of the composition and thrust of complex problems local school directors are experiencing in their attempts to establish priorities among the various educational programs.

Recommendation. If it is determined as a result of recommendations that local schools should be responsible for skill training, or a major portion of this training within the community, staff assistance will be required to provide guidance and technical assistance to the programs. The OE staff position(s) resulting from task force recommendations would assume such responsibilities as:

- National level coordination of AVE efforts with other manpower training programs.
- Coordination of AVE activity with secondary vocational training.
- Monitoring of local program efforts.
- Coordinating technical assistance to state and local programs.

3. No information is available at the federal level describing the characteristics of the AVE students or the programs they are attending. The only program information available at the federal level is that which is found in the State Reports. The State Report lists the AVE courses available within the state by taxonomy code, identifies the number of people the course will serve and indicates whether or not courses are new. Presently there are no data available to OE describing the characteristics of the people being served or summarizing the focus of the program in terms of its thrust, i.e., upgrading, pre-employment or avocational nor is such information available at the local level (See Item 5, Local Findings). Meaningful program planning cannot be carried on at the local or federal level without participant and program data.

Recommendation. A survey should be conducted in twenty to thirty major U.S. cities. Survey results should be used to define the current program and participant characteristics in each of the cities for the Office of Education. Results of this survey can be used to provide feedback to the cities to assist in their planning and evaluation efforts. The survey should be organized to identify:

- Socio/economic characteristics of all AVE students. Data can be collected for tabulation by school, census tract and individual courses to permit detailed analysis. Results should be compared with census tract data at the federal level to determine which segments of the population are being served by the AVE Program.

- Individual course data describing all AVE courses. The description should include course purpose, audience, duration and association with other courses. These data can be organized to be comparable with characteristics data for purposes of analysis.

Local

4. Limited financial assistance is available to support adult vocational training. The costs to local school budgets continue to increase while in most major cities the tax base is not increasing. School budgets must be cut and since AVE, in its present configuration, lacks a spokesman it is a most logical place to decrease spending. In Philadelphia, for example, in the 1971-72 school year, all AVE Programs have been eliminated except for the union controlled apprenticeship programs.

In many cities instructional costs for vocational programs are higher than the instructional costs for other programs. The existing reimbursement rate of $3.20 per hour paid by the federal/state governments to the local government does not begin to cover instructional costs which may go as high as $13.00 per hour. Steps must be taken to encourage AVE at the school board level by making these courses less costly to the community.

Recommendation. A review of the present reimbursement policy for AVE courses should be conducted to determine how the present funds can be more effectively disbursed and what steps can be taken to increase the reimbursement formula now used for AVE courses. To be useful such an increase in funds must be a part of an overall program to upgrade AVE which incorporates the other recommendations made in this study. This means that an increase in funds alone would not be useful unless it is initiated concurrently with a system for identifying who is taking AVE courses and why. Such funds must be provided with accompanying restrictions and guidelines to insure that they will be utilized for AVE only.

5. No information is available at the local level to describe the characteristics of the AVE students or the programs they are attending. Local school districts collect little or no descriptive data because they feel such a collection process is costly and because they do not have the staff resources to utilize the results efficiently. Without such data, the local school system cannot make a realistic determination of how it is functioning.

It must be recognized that such a data collection process cuts across local programs, i.e., adult and vocational, and therefore introduction of any data collection system will require local tailoring for each city. Although the collection task may prove difficult, the alternative of continuing the present "blind" operation where participants and their motivation factors are complete unknowns is much less desirable.

Recommendation. The survey recommended in Item #3 above will provide these cities with the basic data they require for planning programs to meet community needs and evaluating the results of such programs. The survey will develop a low cost data system to provide valuable data to these communities at a minimum cost and offer insight as to how it may be replicated efficiently on a national basis.

6. Local programs lack functions such as planning. counseling and guidance within AVE. Local cost factors limiting administrative staffs have inhibited the development of formal operational processes to deliver such services at the local level. Another limitation in the development of such processes is a lack of formal staff training and background in such areas as planning. Most school administrators have advanced through the system and are not familiar with some elements of management. Frequently, administrators in local school systems show unusual expertise in handling and "squeezing" funds and dealing with the local community. However, the same administrator does not make efficient use of his scarce staff resources.

Recommendation. A most desirable solution to the staff problem would be to provide funds to the local systems which would permit the school system to establish slots and hire experienced planners and other staff into these slots. Since the expense of such a staff expansion is prohibitive, the most effective training could be achieved by providing succinct relevant information to local administrators in an organized fashion. To develop such information, there is a need to document existing exemplary operational processes. Using ERIC as a base, listings and documentation on existing operations should be compiled to reflect:

- Objectives
- Procedures, forms and reports
- Cost
- Manpower requirements
- Product
- Self-evaluation of process
- Length of time the process has been in operation

The output of this activity should provide documents which thoroughly describe each of the program processes and suggest alternative methods of operation. Thus an administrator wishing to develop a follow-up process could refer to one document and familiarize himself with the advantages and problems related to follow-up operations. School managers would be able to estimate from costs and benefit factors which method best suited his situation. He could also contact or visit the program in question for additional data.

Development of this information would permit school personnel to profit from the efforts and mistakes of others and to implement those elements of programs which have proven most successful. It would also establish a much needed communication network among local school administrators.

7. Courses are provided primarily within constraints resulting from rigid and traditional hour and semester structures. With rare exceptions adults have always attended school at the school's convenience. AVE Programs are ordinarily scheduled for two to three hours one or two nights per week with a ten to fifteen week semester. There are two to three semesters each year with no summer programs. Unfortunately the need for skill training does not occur on a semester basis twice a year. Personal needs for skill training occur and change daily. Unemployed people can and frequently would like to attend courses on an intensive basis. Others who are underemployed are frequently willing to attend full-time night courses if they are presented on an intensive basis. The schools to date have not been responsive to these varying individual requirements.

Recommendation. There is a need to establish an adult school system similar to the MDTA Skill Center within the community. The school should be a year-round school with open-ended programs permitting students to enter when such need arises and leave when they are job ready. The school should be open days and evenings to make it available to those people who work part-time or are unemployed. The AVE Skill Center should also house the Manpower Training Programs for which the school is responsible.

Part E of the 1963 and 1968 Vocational Education Acts provides for the funding of demonstration and residential schools for adults ages 15 to 21. The intent and spirit of this legislation would be met were facilities opened in several cities under Part E of the Act to respond to individuals in this age group. Additionally, the Act should be modified to include all adults and similar facilities opened in other cities to accomodate the needs of the adults. A pattern for such a Center could be developed from the Woodland Jobs Center in Cleveland.

METHODOLOGY

Study Requirements

The RFP issued by the Office of Education requesting an AVE Study stated; "The purpose of the study is to evaluate the quality and relevance of Adult Vocational Education Programs in three inner city areas in selected metropolitan areas." The RFP further identified tasks to be included in the study. These tasks were:

- In consultation with the project monitor, select the cities whose inner city areas are to be studied from the list of participants in Project Metro.
- Develop instruments to be used in connection with the study, pretest them, and revise them for further use.
- Interview the Director of Adult Vocational Education in these cities and, identify types of information used in planning inner city AVE Programs and relate present programs to original plans of the city and of the State.
- Obtain data on number of enrollees in programs such as MDTA, ABE, JOBS, OIC, etc., and find out in the opinion of AVE administrators how the characteristics of AVE enrollees differ from those in the other programs.
- Describe the present AVE trainees.
- Explore policies and procedures of the AVE Programs and identify those which are effective in relating programs closely to community needs.

- Assess community satisfaction with the AVE Program as expressed by a sample of employees, current enrollees and school administrators.

- Determine AVE Program effectiveness in terms of employer satisfaction with those completing the AVE Program in preceding years.

City Selection

Three cities were selected for the study from the 22 active Project Metro cities. The types of data collected for each city included; socio-economic characteristics of the city, type and diversity of industry, personal insight into the city programs and available information on the AVE Program. The sources of this information were the City and County Data Book, State Vocational Education Plans, Model City Proposals, Office of Education staff interviews and phone calls to State Vocational Education Directors and the Directors of AVE Programs in the 22 cities. A most evident problem in the city selection process was the lack of data at the federal level describing the local AVE Programs.

Several potential sets of cities were identified, described and discussed with OE representatives and the following cities were selected.

> Philadelphia is the fourth largest city in the United States. Sixty-nine percent of its residents do not complete high school. The median school years completed is 9.6 years. Philadelphia has a diverse industrial base with 33 percent of its employment in manufacturing, 19 percent in retail and 40 percent in white collar areas. The inner city area is predominantly black.

Cleveland has two separate major population elements, one which is black and one of foreign born and Applachian migrants. Seventy percent of the population have not completed high school, 9.6 years are the median years of school completed.

Cleveland has a diverse industrial base with over 40 percent of the employment in manufacturing and only 33 percent in white collar jobs. No data were available describing Cleveland's AVE Programs. However, Cleveland has a reputation for having one of the more successful secondary vocational education programs.

San Francisco has an inner city population of blacks, Mexican Americans and orientals. Fifty-two percent of those employed in San Francisco are in white collar areas with only 16 percent in manufacturing and 20 percent in retail/wholesale. The median educational attainment was 12 years. Almost 20 percent of the school population came from homes where English is a second language. State records indicated that the AVE expenditures in San Francisco were considerably higher than in other cities.

The three cities selected represented a cross section of the 22 by geographic location, socio-economic characteristics of the inner city, educational background and diversity of employment. A more complete description of the selection process is provided in Appendix I.

Instrument Design

The development of case studies of program activity in the three cities required that objective program data be developed to describe offerings, participants, staff and facilities and that subjective information be developed concurrently by individual interviews to assure that a reasonable perspective be attained. To achieve this a plan was developed to collect similar recorded data on participants, staff and etc., in each of the cities. Individual interview guides were also developed for each set of individuals participating or administering the program to develop subjective opinions from their various perspectives.

Data collection instruments were designed and reviewed with OE staff personnel. A pretest of the instruments was then conducted with OE participation and the data collection instruments modified to reflect the pretest experience.

Interview of Adult Vocational Education Director

Interviews with the AVE director provided the first indication of organizational difficulties to be encountered within city programs. Cities do not necessarily have Directors of Adult Vocational Education. The AVE courses are regarded frequently as those Adult Education courses for which the city is reimbursed and thus AVE is often an Adult Education subprogram separated from other adult education courses only by bookkeeping functions. Adult Vocational Education is ignored by local secondary vocational people within the cities.

Where a city had no specific AVE Director, interviews were held with individuals responsible for each organizational area of concern. The administrator responsible for the program in Philadelphia was interviewed during the pretest. AVE Directors in the other two cities were visited on an advance basis prior to data collection in the two cities.

As a result of those initial visits it became clear that planning did not exist for AVE and that programs did not differ appreciably from their initial plans. Change is not a prominent element within the AVE Program.

Conduct of these interviews pointed out that some of the analyses projected for the study would be difficult to perform since no data were presently collected by school systems describing the characteristics of individuals in adult programs.

Obtaining Data on Characteristics of Other Programs

On-site visits were conducted to each Manpower Program location within the three cities to develop program and participant characteristics data on each of the various programs. It was found that each of the Manpower Programs kept better records than the AVE Program but that their information was not comparable across programs and in fact where it was comparable in format the numbers disagreed.

The study therefore utilized three sources of base information for the comparative analysis performed. These sources were:

1. CAMP reports from each city which show the combined characteristics, program and financial data.
2. Census tract data from the 1970 Census which are just becoming available in detail.
3. Detailed participant characteristics data from the Work Incentive and Concentrated Employment Programs. This information is taken directly from the DOL Manpower Administration's data base as described in the WIN Program Analysis* and CEP Program Analysis* where this information was extracted from the Department of Labor data base for comparative purposes. Data used here reflect national statistics from CEP and WIN, not characteristics from the three cities used for the AVE study.

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* Analysis of WIN Program Automated Termination Data, 9 November 1970; Analysis of CEP Automated Termination Data, December 1970.

Comparison of the characteristics of AVE participants to those in other programs is discussed throughout the study. There is agreement locally that differences in characteristics do exist between AVE and Manpower Program participants since the AVE Program does not direct itself to the disadvantaged population. Results of comparisons of participant characteristics may be found in the "Manpower Program Comparison" section.

Description of Present AVE Trainees

This description was considered to be basic to the study analysis. It was determined during early site visits that none of the cities were collecting descriptive information indicating who was taking AVE courses or why they were taking them.

In discussing this problem with local program administrators in each of the cities it was determined that they could collect some minimal amount of "sample" data for both their use and our use. To collect this information we developed the base data collection form provided in Appendix II. The form was distributed in each city to the maximum number of Adult Vocational Education students possible where AVE students were defined as those taking courses for which reimbursement was being provided.

As a result of restrictions caused by local school operations, schedules, staff and etc., data were collected entirely on the basis of what the school system felt they could retrieve, with no sampling techniques employed by individual or program involvement.

The chart provided on page 29 indicates the total data collected by city and school and provides total figures on the estimated sample size from which they were selected. Interpretations of the results may be found in the "Student Characteristics" section of the report.

Explore Policies and Procedures of AVE

Considerable study effort was placed on identifying and describing the policies and procedures within local AVE Programs since it is felt that these policies will dictate whether AVE continues as a useful program. Program areas examined included: organizational structures, course offerings, planning, data systems, recruiting, guidance/counseling, job development and the role of advisory groups. Each of these areas is examined individually within cities, comparatively among cities and as a total force bearing on the AVE Program. Additionally, the study analysis touches on the role of the Office of Education in each of these areas.

In order to develop a logical method to retrieve, catagorize and analyze each of these program elements interview guides were developed for personnel responsible for each functional area and questions developed to elicit information to describe how each of these functions operated from the interviewees perspective.

A copy of the interview guides and a list of persons interviewed may be found in Appendix II. Results of the interview activity may be found in the "Instructor Interview" and "Participant Interview" sections.

Community Satisfaction with AVE

Community satisfaction was evaluated by conducting interviews with instructors, participants, community residents and employers. The following set of standard questions were asked of each group:

1. Do the adult vocational training needs of the inner city resident differ from those of other adults?
2. Is the public school system aware of the problems of the adult inner city resident?
3. Are the public schools adjusting their adult vocational programs to meet the inner city resident needs?
4. Is the public school adult vocational training program realistic in terms of labor market needs specific to this area?

5. Does the public school adult vocational training program equip the inner city resident with sufficient training for effective job performance?
6. Are adult inner city residents aware of the opportunities available through the public school adult vocational training program?
7. Do the inner city residents utilize the public school adult vocational training programs?
8. Are other manpower training programs aware of the problems of the inner city residents?
9. Do other manpower training programs satisfy the needs of inner city residents in terms of job training and placement?

As initially conceived this set of questions would produce a base for comparison across the four groups. The analysis provided in the "Community Satisfaction" section provides a grouped presentation of results .

- People from the community interviewed who were outside the program had no idea what AVE was. Result: Fourteen interviews with no knowledge or opinion of AVE.
- AVE does not place participants in jobs so employers of AVE graduates did not represent a large portion of the interview sample.
- The instructors and participants' views were so similar that differentiation served no purpose.

The charts provided on the following pages detail the groups from whom data were collected and the interviews conducted within the various cities.

Analysis of the results of this inquiry are provided in the "Community Satisfaction" section.

Chart 1. Interview Sources

	Number Interviewed			
	Cleve	Phila	S.F.	Total
Group I				
AVE Director	4	3	5	12
Superintendent of Schools	-	-	1	1
Board of Education	-	-	-	-
Director of Vocational Education	-	-	-	-
Vocational Education Advisory Groups	-	3	4	7
Heads of Departments and Principals	8	15	6	29
Instructors	51	13	21	85
Other Administrators	3	-	4	7
Group II				
Participants	57	26	46	129
Employers	1	8	4	13
Placements and Dropouts	-	-	-	-
Group III				
Directors of Manpower Programs	17	6	7	30
Other Manpower Program Administrators	5	1	11	17
Group IV				
Local Government, Labor Unions, etc.	5	8	4	17
TOTAL*	151	83	113	347

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* Includes Standard Question Interviews

Chart 2. Participants Surveyed*

City	FY 70 AVE Participation	FY '71 Survey Participation	Estimated % (Surveyed)
Philadelphia	13,262	2,997	23
Cleveland	6,918	775	11
San Francisco	10,733	446	4
TOTAL	30,913	4,218	14

Chart 3. Participants Interviewed

Philadelphia	13,262	42	.003
Cleveland	6,918	64	.009
San Francisco	10,733	46	.004
TOTAL	30,913	152	.005

Chart 4. Instructors Interviewed

City	No. Interviewed	No. Courses	Approx. % Interviewed
Philadelphia	13	451	3
Cleveland	51	425	12
San Francisco	21	308	7
TOTAL	85	1184	7

---

[*] Participants Surveyed are those individuals in each city who filled out the descriptive form provided by the local school system (See form in Appendix II). This group was selected separately from the participant interview sample but may include some participants from the interview group. No attempt was made to relate these two groups.

ORGANIZATIONAL STRUCTURE

The real thrust of the AVE effort in any community can best be determined by examining its assigned position in the school management structure. In those cases where the AVE Program is administered by a manager whose sole responsibility is adult continuing education, the focus of the local program will be avocational. Extension education programs are traditional operations which have evolved a schedule of course offerings over a period of years. Their responsibility is to provide educational services in areas where interest is expressed by members of the community. AVE represents a small portion of the extension program and the purpose of these programs never has been to provide concentrated pre-employment services. Because of this background extension program managers do not view concentrated pre-employment training as a program requirement.

Where the AVE program is administered by a manager directly involved in other federally funded manpower training programs such as MDTA , the AVE thrust appears to be different. Although the program will contain the traditional AVE funded avocational programs it will also contain programs designed for pre-employment. The managers are made aware of the inner city skill training needs by their involvement in the other programs.

Both Cleveland and Philadelphia presently fit in the first category, where the AVE programs (other than apprentice) are traditional avocational programs aimed at the community in general. San Francisco, which is in the second category, places more emphasis on the development of programs for the disadvantaged. Although a major portion of San Francisco's programs is avocational they also offer programs, and are developing programs and services, aimed at the disadvantaged. It appears that Cleveland is moving toward this emphasis and in the future the program focus will be on developing areas more immediately related to employment.

The following pages contain descriptions of the school organizational structures as they relate to AVE within the three cities.

Cleveland:
An organizational chart for the Cleveland School District with a detailed breakdown of the adult skill training structure is provided on the following page.

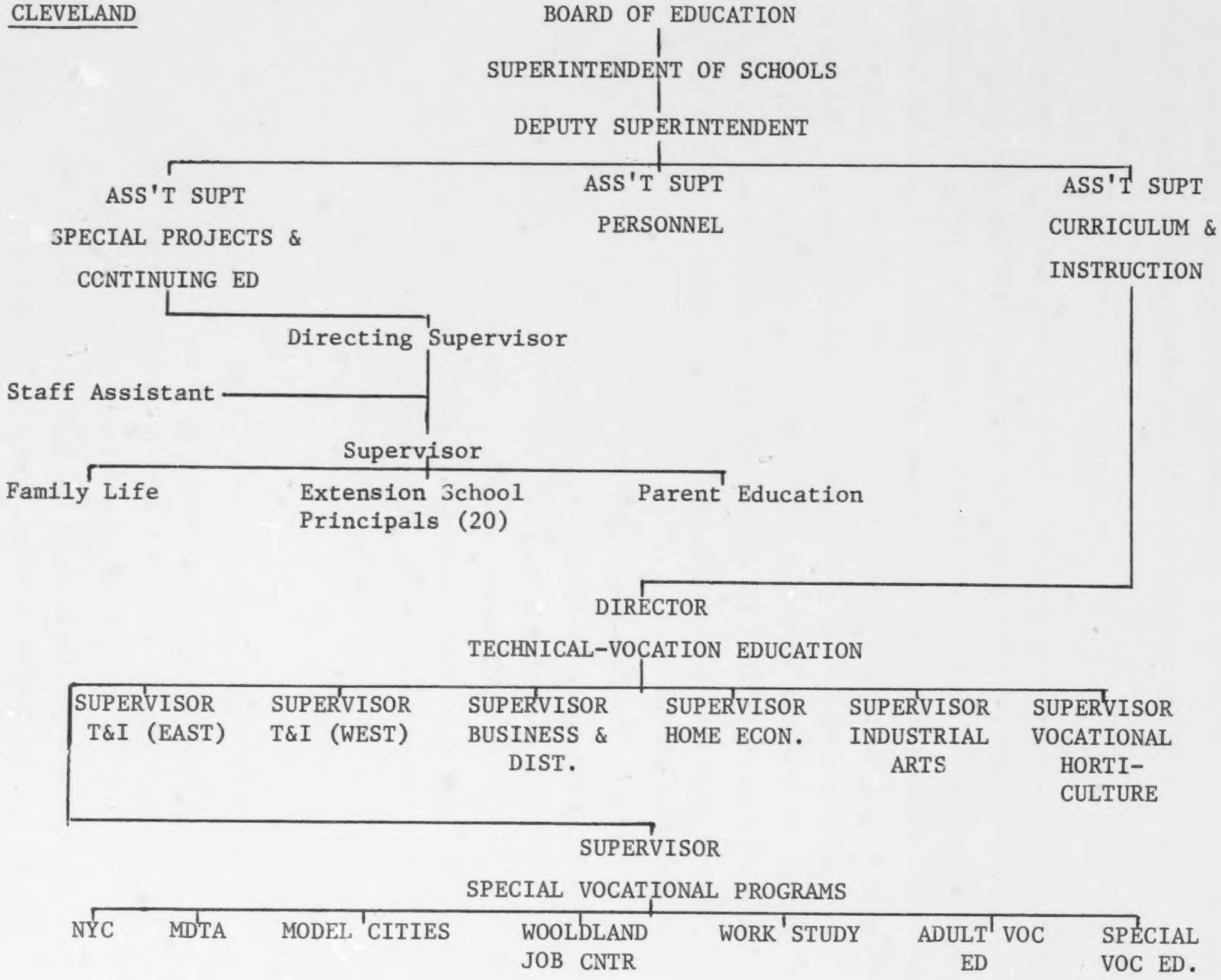
The AVE effort in Cleveland is currently concentrated under the Assistant Superintendent for Special Projects and Continuing Education. Additional services, however, are administered under the supervision of the Assistant Superintendent for Curriculum and Instruction.

The Department for Special Projects and Continuing Education is responsible for:

- Classes in residential schools
- Coordination with various museums in the city
- Operation of the Board of Education's educational radio system
- The several school libraries
- A supplementary education center
- Visual education services
- Continuing Education (adult education)

The bulk of the AVE program is administered by the Continuing Education Division. The considerable demands placed on the small Continuing

Chart 5. Cleveland School District Organizational Chart


CLEVELAND
BOARD OF EDUCATION
SUPERINTENDENT OF SCHOOLS
DEPUTY SUPERINTENDENT
ASS'T SUPT SPECIAL PROJECTS & CONTINUING ED
ASS'T SUPT PERSONNEL
ASS'T SUPT CURRICULUM & INSTRUCTION
Directing Supervisor
Staff Assistant
Supervisor
Family Life
Extension School Principals (20)
Parent Education
DIRECTOR TECHNICAL-VOCATION EDUCATION
SUPERVISOR T&I (EAST)
SUPERVISOR T&I (WEST)
SUPERVISOR BUSINESS & DIST.
SUPERVISOR HOME ECON.
SUPERVISOR INDUSTRIAL ARTS
SUPERVISOR VOCATIONAL HORTI-CULTURE
SUPERVISOR SPECIAL VOCATIONAL PROGRAMS
NYC
MDTA
MODEL CITIES
WOOLDLAND JOB CNTR
WORK STUDY
ADULT VOC ED
SPECIAL VOC ED.

Education staff precludes any special focus on AVE by the staff. The stimulus for program planning and implementation occurs rather at the individual schools utilized for continuing education. These schools are adminstered by principals who usually serve as assistant principals for day schools.

The secondary vocational program , the MDTA program and all federally assisted programs for adults are the responsibility of the Assistant Superintendent for Curriculum and Instruction. The Director of Technical and Vocational Education who reports directly to the Assistant Superintendent is unique among the adminstrators encountered during this study since he is not a product of the school system. His background is in manpower training and he has been chartered by the Superintendent of Schools to develop this area of training. His special vocational programs include the following programs: (see bottom line of organizational chart)

- NYC, The Neighborhood Youth Corps, receives assistance in coordination from this division. The assistance is provided for skill training at the MDTA Center and basic education at various other locations in Cleveland. The MDTA Center received approximately $80,000 in federal funds for various NYC skill training courses.

- Work Study. As its name implies, the Work Study program provides orientation and education for 1/2 day with 1/2 day on the job. (The 1/2 day on the job is to provide income and not aimed at providing skill training.) Long-range plans include the addition of some vocational training utilizing existing facilities.

- Model Cities. This is a new program to be funded by Model Cities to train model city community workers. The program is presently in the planning phase.

- Woodland Jobs Center. The Jobs Center houses several of the other programs. One of these is an employer sponsored and operated program. In this program adults receive training and pay while performing basic skills work for the employers. General Electric started this program and has consistently been one of the major contributors. The program involves several other large industrial concerns.

- MDTA Skills Center. The MDTA program is more autonomous but is supervised by the director. The program manager is relatively independent from the school system. The MDTA program is run from a single city location and is directed to the adult inner city resident. The program is aimed at developing only vocational skills and provides the supportive services that the AVE program lacks. The Work Incentive Program (WIN), NYC, and AIM JOBS (Cleveland's Concentrated Employment Program) send enrollees to the MDTA Manpower Center for training. The center also serves a number of private companies under MA-5* contracts. The center operates on an "open entry-open exit" concept which allows the enrollee to

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* NAB/JOBS Contracts to Private Industry

> enter virtually at his own convenience and "graduate" whenever he and his instructors feel he has sufficient mastery of his chosen skill. Only one course, Licensed Practical Nursing, has a fixed time-frame, because of state licensing requirements. This program has met with considerable success both in participant response and in terms of placing graduates.

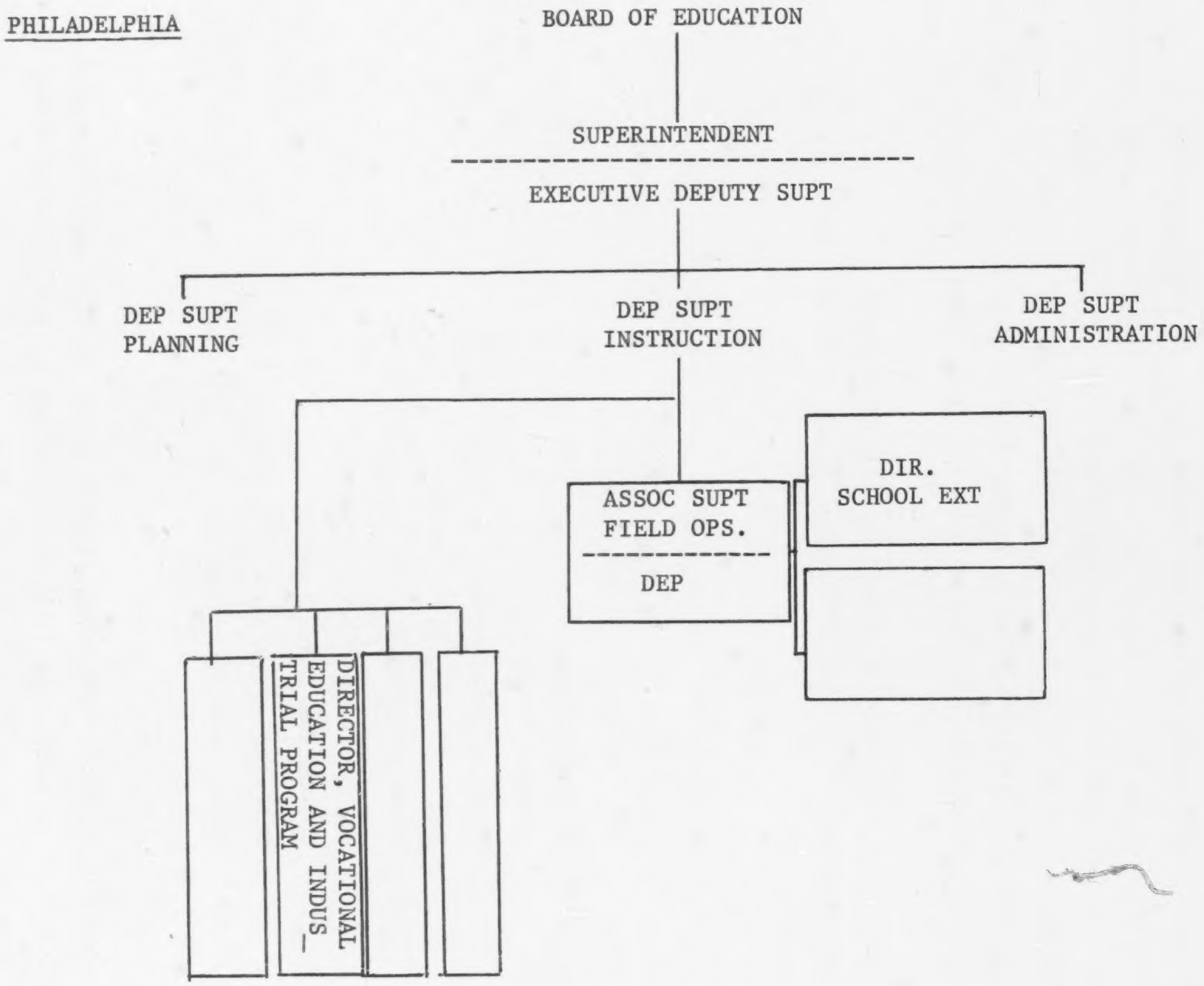
Philadelphia:

The City School System in Philadelphia is organized in a traditional fashion to meet the numerous, complex problems involved in running an educational system within a major urban area today. The initial administrative split under the Superintendent is into planning, operations and administrative functions. The Organizational Chart, provided on the following page, was developed for the school system in October 1970 and shows the major elements of operation and position of AVE programs and various manpower training efforts.

At the upper administrative levels of the Philadelphia School System there is considerable fluidity and positional movement within the management structure. Several minor reorganizations were accomplished during the course of the study and apparently paper organizational changes are frequent occurences. Generally, however, functional activity with respect to extension school activity remains constant and permanence is one of its most prominent features.

Under the Instruction Division which is headed by a Deputy Superintendent, the Associate Superintendent for Field Operations directs all district school operations. Listed as a staff function to the Associate Superintendent's office is the Director of School Extension. Within this office resides the concern for organization

Chart 6. Philadelphia School District Organizational Chart


PHILADELPHIA
BOARD OF EDUCATION
SUPERINTENDENT
EXECUTIVE DEPUTY SUPT
DEP SUPT PLANNING
DEP SUPT INSTRUCTION
DEP SUPT ADMINISTRATION
ASSOC SUPT FIELD OPS.
DEP
DIR. SCHOOL EXT
DIRECTOR, VOCATIONAL EDUCATION AND INDUS_ TRIAL PROGRAM

and implementation of the Adult Vocational Education program within the city of Philadelphia.

The Adult Vocational Education program makes up a rather small part of the School Extension Service program. It is not perceived as a bounded program, but rather as an indefinite sub-group of courses within the range of extension course offerings. The word "indefinite" is used since the division between avocational and vocational is difficult to ascertain. Within a single course the purposes of the students always vary with respect to how they will apply their developed skills.

A functional breakdown of responsibilities offered in an earlier organizational chart showed these as areas of Extension Services responsibility:

- Programs for Labor Industry, Government and Community Organizations
- H.S. Equivalency Programs
- Division Budget
- Teacher Training
- Program Development
- English and Citizenship
- Discussion Groups
- Extension Services for Women
- Homemaking Consultants
- Cultural Activities
- Television Education
- Research

Demands for coordinating these program areas by the small Extension Service staff precludes any particular focus by the administration on AVE Programs.

Responsibility for the secondary vocational programs and for federal program coordination resides with the Director of Vocational Education and Industrial Programs. Operating the MDTA Skills Center and being responsible for the coordination of other federal programs has made this division more aware of the training needs of the disadvantaged. At this time, however, AVE Programs are not under the direction of this division.

The programs under the Director of Vocational Education and Industrial Programs are aimed at a specific segment of the population and their programs receive extensive federal funding on a per pupil basis for developing vocational skills as well as for providing extensive supportive services. The administrative staff of the Vocational Education and Industrial Program Division view the Extension Service AVE efforts as avocational.

San Francisco:

In 1968 the California Legislature passed a law which was designed to separate administratively the Community Colleges from the geographic school districts in which they were located. The Community College districts so established are separated administratively as well as having separate school boards. As a result of this legislation there is now within San Francisco, the San Francisco Community College District and the San Francisco Unified School District. These two districts are presently operating with the same school board although a separate board for the Community College districts will be elected later.

Under this reorganization there was no stipulation that the new district be limited solely to community college operation, so the school board (for the "parent" Unified School District) had the option of either retaining control of the Adult and Adult Occupational Education Division or transferring it to the new district. After considerable study the decision was made to move the division to the Community College District. This decision was made primarily to increase the amount of state financial AVE aid, since more aid would be provided under the Community College district. (This is discussed further in the Financial Section of this report.) An organizational chart for the Community College district with a detailed description of AVE functions is provided on the following page.

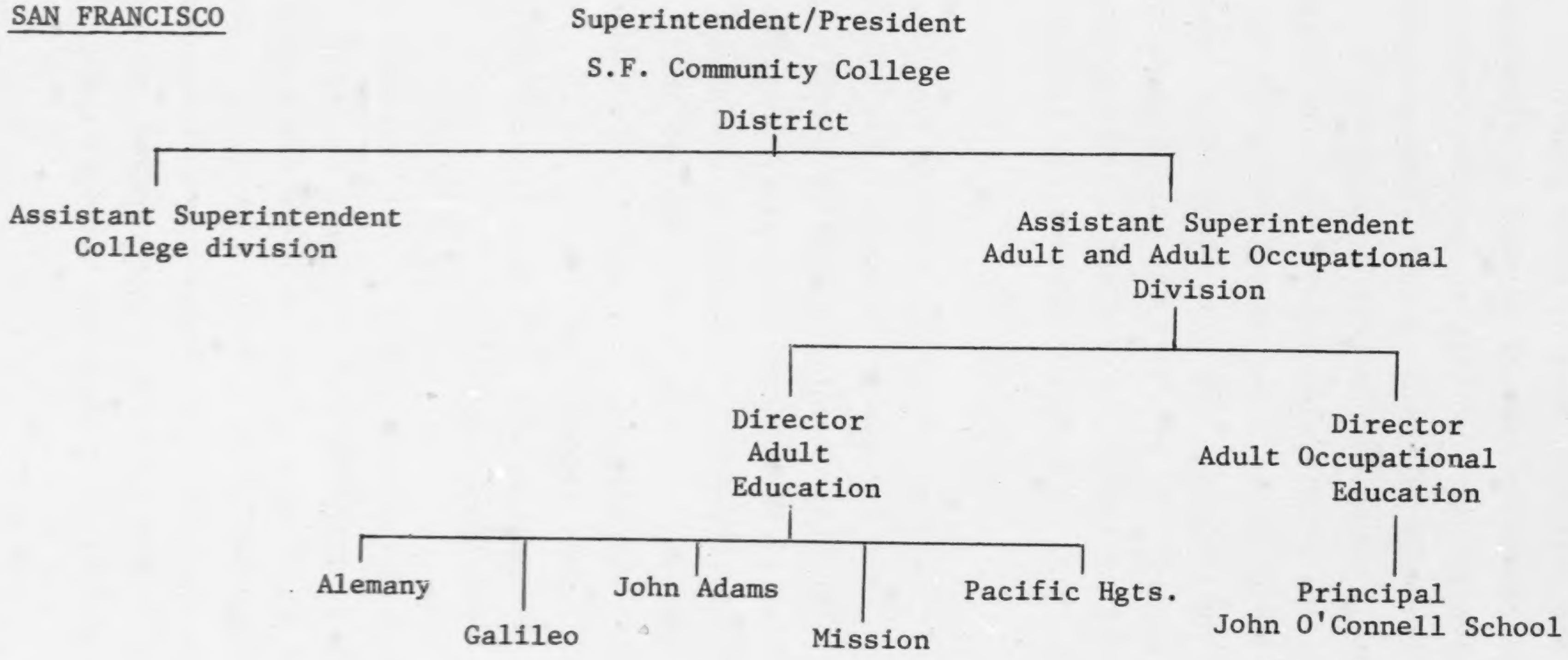
As a function of the new organization the Community College district is responsible for only adult education and in that capacity directs all but approximately one-half of one percent of the adult training. There are approximately 800 adult students in John O'Connell Vocational High School classes under the direction of the Unified School District. The college division is responsible for the operation of the Community College which offers Associate in Arts or Science degrees. No AVE training is directed through this division although the facilities are used for several AVE evening courses. The college division is also involved in federal programs by providing special training for programs such as Concentrated Employment Program (CEP), Work Incentive Program (WIN), Neighborhood Youth Corps (NYC), etc.

Adult vocational education which is under the Adult and Adult Occupational Division is divided into two segments. The first includes all those courses which are avocational or associated with nontechnical skills such as distributive education, business and office skills and home economics and health services. These courses are under the Director of Adult Education. The remaining AVE courses are the responsibility of the Director of Adult Occupational Education and include technical, trades and industry (T&I) and apprentice and journeyman classes.

The Adult Education Division is run through five adult schools with each having from four to eight "branches" under their direction.

Chart 7. San Francisco School District Organizational Chart

SAN FRANCISCO


Superintendent/President
S.F. Community College
District
Assistant Superintendent
College division
Assistant Superintendent
Adult and Adult Occupational
Division
Director
Adult
Education
Director
Adult Occupational
Education
Alemany
Galileo
John Adams
Mission
Pacific Hgts.
Principal
John O'Connell School

Both day and evening classes are offered. Many of these branch facilities are in neighborhood community centers as well as elementary and high schools. (The division is quite willing to provide instructors at virtually any location in the city if there is sufficient community interest to justify the expense.) Each of the five schools has a principal who reports directly to the Division Supervisor. The larger neighborhood locations have vice-principals but most have one or two registrars who run day-to-day operations. The John Adams Adult School is by far the largest of the schools and provides the bulk of academic classes. Many students who have completed certain basic requirements are referred to John Adams for their high school diploma requirements or for GED.

The Adult Occupational Division operates within one school, the John O'Connell Vocational High School and Technical Institute. The O'Connell School also offers courses at nine other locations, two of these being San Francisco International Airport and Hunters Point Naval Shipyard. The bulk of the classes offered by the Adult Occupational Division are at night. Also offered, however, are some of the courses held during the daytime at O'Connell, which serves as a daytime vocational high school. Approximately 800 adult students participate in these daytime high school courses. In addition the O'Connell School provides facilities for apprentice and journeyman training.

The Adult and Adult Occupational Division also has direct responsibility for the MDTA Program. This program is operated through a separate Skill Center. The Division supplies most of the training for federal programs that require basic education as well as skill training. The Division is now establishing a separate Skill Center for training Work Incentive Program participants. This activity brings program administrators together with inner city groups and points out the need for training.

The subsequent awareness of the inner city resident training needs demonstrated by personnel within this program is in sharp contrast with the response experienced in the other two cities where the experience gained by such contact is not forced into the AVE Program organizationally.

STUDENT CHARACTERISTICS

The development of student characteristics data describing that segment of the population who are participating in the Adult Vocational Education Programs was achieved through a cooperative effort by the schools, specifically for the purpose of this study.

Generally, descriptive data were not being collected by the cities. San Francisco had characteristic information from some courses, while Cleveland and Philadelphia recorded little other than the number of attendees. In order to develop some insight into the characteristics of the AVE Program participants, the school system in each city felt it would be useful to give a brief questionnaire to a segment of attending students. This section discusses the results compiled from the completed questionnaires and the implications of these results with respect to the population the program is serving. Student characteristics were gathered from a group selected separately from the student interview sample. The groups from whom characteristics were collected probably included participants from the interview group but no attempt was made to relate the selection or responses in this manner. Students were limited to those taking reimburseable courses and the sample size was limited to the maximum number the local school system could collect.

Data Description

Information was developed by distributing forms requesting basic descriptive factors from Adult Vocational participants in the three cities. A total of 4,218 responses were requested and received, 2,997 for Philadelphia, 775 from Cleveland and 446 from San Francisco. Since the survey was informal and conducted completely by the schools, the results may only be utilized as a base from which implications may be developed for further investigation rather than as a base for specific research findings.

The data were developed by school rather than by course. The results should provide a generally representative cross-section of the student population with respect to the major breakdowns such as male/female, etc. Where AVE data are compared to census SMSA data for 1970 it should be noted that the SMSA area is not necessarily coincident with the school district. However, for purposes of general comparisons these data are useful.

Aggregate Descriptive Data

The cities selected for this study were known to have different characteristics mixes within their total city population. The following subsections which examine the characteristics relate the data collected on school attendees to basic census and other city data.

Figures in Chart 8 provide a summary of total responses with percentage breakdowns within each sub-category. Of the 4,218 responses, 2237 were from males while 1981 participants were female. Each city had a majority of male students. Cleveland, the more industrially oriented city, showed the larger majority of males, roughly 60%,while less than 51% of the Philadelphia interviewees were male. By comparison, 1970 census data shows San Francisco 53% female, Cleveland and Philadelphia 52%.

Inferences which may be drawn from these characteristics are:

- There is a relatively even split in participation in Adult Vocational Courses by males and females, but males make up slightly more of the participant population in the more industrial city.

Race

Course attendees by race are shown in the Chart as being predominantly white in the male group while the female group is more evenly split between black and white.

Chart 8. Total Response Statistics*

	CLEVELAND		PHILADELPHIA		SAN FRANCISCO		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female
TOTAL N	775		2997		446		4218	
RACE/ETHNIC GROUP								
	%	%	%	%	%	%	%	%
Black	15.3	65.9	25.5	40.4	13.1	17.9	22.0	42.1
White	79.9	27.8	72.6	57.4	67.3	63.7	72.7	54.0
Other	1.7	.6	.7	.8	16.3	17.4	2.6	2.5
EDUCATION								
4 or less	.4		1.7	1.1	1.2	.4	1.4	.9
5 - 7	1.5	.3	2.6	2.9	1.6	2.0	2.2	2.4
8	4.7	1.9	4.6	5.0	2.0	1.0	4.3	4.1
9 - 11	21.1	53.1	24.2	32.0	15.9	22.0	22.7	4.4
12	47.0	33.8	45.6	36.8	41.2	41.8	45.4	36.8
Over 12	24.1	9.3	18.9	17.0	36.3	31.8	21.9	17.3
EMPLOYED								
Yes	92.0	47.0	85.2	51.5	65.3	31.3	84.4	48.9
Less than 1 year	6.6	15.1	21.3	21.1	16.9	28.6	15.6	20.4
1-2 years	9.4	13.0	21.7	18.2	13.1	15.9	16.3	16.6
More than 2 years	82.8	67.8	57.0	60.7	68.8	54.0	67.5	61.7
No	8.0	52.1	13.0	46.7	32.9	67.7	14.0	26.7
REASONS								
New Skill	26.9	31.5	27.2	36.8	49.4	71.6	29.6	39.5
Upgrading	37.0	19.0	50.7	18.7	28.2	11.0	45.4	18.0
Personal Interest	45.3	35.4	27.2	46.9	37.1	24.9	32.1	42.9
AGE								
15 - 20	11.2	27.3	14.2	16.3	9.9	20.1	13.1	18.4
21 - 34	40.7	31.2	49.0	33.3	48.3	44.7	47.2	34.1
35 - 44	16.0	17.9	12.8	14.5	14.2	13.6	13.6	14.9
45 over	19.4	9.0	11.5	17.9	14.7	8.5	13.5	15.6
No age given	12.7	14.8	12.6	18.0	12.9	13.1	12.6	17.0

*Non-respondents not included

When examining these results in more detail it must be pointed out that since the sample from Philadelphia is considerably larger it tends to bias the total figure, making them less useful. The total figure therefore is used only for general comparisons throughout the section. The total figures in the race category indicate that approximately three white males take the program for every black male while the females are split evenly. Almost twice as many black females participate as black males in AVE.

Looking at the composition of the course attendees as compared to the 1970 census data we may develop the following charts for individual cities.

Cleveland

	Male		Female	
	AVE	Census	AVE	Census
Negro	15.3	38.0%	65.9	38.0%
White	79.9	61.0%	27.9	61.0%
Others	1.7	.6%	.6	.6%

Cleveland reflects a more extreme example of the pattern evidenced throughout the cities in terms of black/white program participation.

- The percentage of white males enrolled is higher than the percentage of white males in the SMSA population.
- The percentage of black males enrolled is considerably below the percentage of black males in SMSA population.

- The percentage of white females enrolled is considerably below the percentage of white females in SMSA population.
- The percentage of black females enrolled is considerably above the percentage of black females in SMSA population.
- The composite figure shows as an aggregate 35% black which is near the 38% shown in SMSA population.

We may infer therefore that the program in Cleveland is addressing the total population with respect to racial mix. However, when broken down by race and by sex, it is clear that the black female is taking advantage of AVE Program opportunity, while the black male is not.

Philadelphia

	Male		Female	
	AVE	Census	AVE	Census
Negro	25.5	34.0%	40.4	33.0%
White	72.6	65.0%	57.4	66.0%
Others	.7	.8%	.8	.8%

As shown above, the overall pattern within Philadelphia is similar to that of Cleveland, although less marked. The race/sex classification which is the furthest from the census percentage is the white female and black male. The black male constitutes a larger part of the program in Philadelphia than in Cleveland and the black female a smaller part. The aggregate participation figure for blacks in Philadelphia is 32% compared to 33% in the census figures.

We may infer from these results that the program in Philadelphia reflects the racial mix within the city as aggregate and is closer to the more detailed distribution when divided into race/sex categories than Cleveland.

San Francisco

	Male		Female	
	AVE	Census	AVE	Census
Negro	13	14%	18	13%
White	67.3	71%	63.7	72%
Others	16.3	15%	17.4	15%

The percentage of other participants is 16% male and 17% female respectively as compared to the 15% shown in the census data reflecting a substantial Oriental population and their attendance at AVE classes. The entire mix of census percentages is shown to be very similar to that of the AVE program. This pattern of participation is interesting since it shows the least variation by sex/race group, (negro male 13% AVE, 14% census; white female 64% AVE, 72% census) of any of the cities.

We may infer from these results that the program in San Francisco attracts a cross-section of the population with respect to race and sex.

Education

Education figures were developed to attempt to describe the background of the average AVE student. The responses show that well over half of the program participants are high school graduates. Approximately 2/3 of the males and slightly over one half of the females graduated from high school. The women attending show more of a tendency to be 9-11 grade dropouts, with over 1/3 of the women in attendance belonging to that group. Less than 8% of those attending AVE courses did not go to high school at all.

Cleveland:

The least educated female participants within the three cities studied were found in Cleveland. Over 55% of the females dropped out of high school prior to graduation. Less than one in ten females had received any training beyond high school.

Because of the "race" breakout in Cleveland (that is, a definite majority of black females and white males) we are, to some extent, comparing the educational background of the white male to that of the black female when we compare male and female educational characteristics within that city, thus introducing an additional bias. The larger percentage of females with less than a 12th grade education participating in the program is, however, an interesting statistic. This represents an enrollment of non-high school graduates 15 percentage points higher than Philadelphia and 30 percentage points higher than San Francisco. This attendance is to some extent a function of the day school program offered in Cleveland which is more identified by the unemployed inner city resident as meeting his need.

Philadelphia:

Male/female statistics for educational background are similar within Philadelphia. Roughly 10 percentage points separate the number of males and females who were high school graduates. The percentage of males in Philadelphia who are high school graduates is the lowest in any of the three cities studied.

San Francisco:

Students in the San Francisco program have the highest educational attainment of students in any of the three cities studied. Over 77% of the male participants are high school graduates while about 73% of the female population have graduated. One-third of the participants in the San Francisco program have had training beyond high school.

Employed

Since the major thrust of the study is to examine the extent to which the program is meeting the needs of the disadvantaged inner city resident, one of the more important indicators of this need is expressed by employment status. The study results would provide more meaning had they been accompanied by an associated question indicating whether or not the respondent was the head of a household. The independent responses provided by the question on employment status provides little information about the economic status of females taking the course since the number of housewives attending AVE is not known.

Looking at the male characteristics, however, it is clear that the programs in Philadelphia and Cleveland are serving the employed population while the San Francisco program has attracted a number of individuals who are unemployed. The 32.9 percent unemployed compared to 8% and 13.0% in the other two cities respectively is probably the most telling figure with respect to the image the program is developing within the cities. Although the San Francisco figure is stratified by course selection as stated in the "Participant Interview" section, figures from Philadelphia and Cleveland came from similar course samples stratified by the same selection technique.

This means that in attempting to locate unemployed participants in the other two cities the interviewers found that 8 to 13 percent of the time the participant was unemployed while in San Francisco the participant selected from the "pre-employment" course turned out to be unemployed 32.9% of the time.

Reasons

In responding to the question on reasons for taking the courses, some participants gave more than one response. Females consistently showed a higher response in the "New Skill" category and a lower response in "upgrading" since many of those responding to this question were housewives.

Looking at the male responses, the San Francisco program shows a much higher percentage of participants in the program to acquire a "New Skill" than either of the other cities. This correlates with the higher percentage of unemployed for that city. The figures for Philadelphia point out the strong labor advisory group influence by the large number of upgrading programs cited as "purpose".

Age

The information developed describing the age of AVE participants shows no unexpected or unusual patterns.

A further comparison of the AVE participant characteristics with those from selected manpower programs is provided in the "Manpower Program Comparisons" section of this report.

STUDENT INTERVIEWS

Student interviews were conducted to gain insight into reasons for course enrollement, what students expected from the course and how their expectations compared with what they were receiving. The questionnaire was directed to those individuals who were learning a new skill for a new job or were improving their present employment status. Courses identified for interviews were selected by examining total course offerings, discussing the offerings with principals and instructors and identifying those courses most directed toward pre-employment. Students were selected on an as available basis during, before and after classes.

Summary

Over 110 student interviews were conducted in the three cities. The percentage of the base of possible interviews that the sample reflects is small since the total number of adult students in the three cities is over 150,000. The number taking vocational education courses however is considerably less. It was not possible to determine the exact number of participants taking courses for immediate employment but the number in the three cities would probably be less than 1,000. Although we attempted to select the 110 participants from the pre-employment group by talking to administrators and instructors about the courses, the majority selected turned out to be upgrading or avocational students since there were no "reasons" for taking the course available on record and the majority of the courses offered are upgrading and avocational.

The Philadelphia and Cleveland studies were conducted concurrently. The interviewers attempted to locate pre-employment courses in a cross section of the schools offering AVE Programs. In Cleveland and Philadelphia few courses could be identified as pre-employment and so fewer interviews were conducted in these cities.

The San Francisco program offered more opportunity to determine the program effect on participants interested in immediate employment. The results of these interviews provided information most germane to the study.

The San Francisco employment percentage ratios should not be construed as reflecting the AVE population by employment status. For example the

65% unemployed taking AVE courses reflects the sample selected and not the rate for the overall AVE Program population. It is estimated that less than 10% of heads of households taking courses in San Francisco are unemployed. San Francisco is the only city of the three studied that attracted a percentage of unemployed individuals high enough to permit collection of a useful amount of participant interview data. Detailed participant interview results are provided in Appendix II while summaries are provided below.

Responses* to Student Interviews

1. What is your objective in taking this training?

	Cleve	Phila	S. F.	Total
1) Job	20%	7%	65%	35%
2) Upgrading	32	57	15	28
3) Personal Interest	20	13	18	18
4) Other	28	25	3	18
NUMBER OF RESPONSES	54	16	40	110

In Cleveland and Philadelphia the major reason given for taking the course was to upgrade present skills. In Cleveland an equal number of people interviewed gave personal interest as the first reason and learning a new skill in order to get a job in that area as the second most prevalent stimulus for taking a course. In San Francisco 65% of those interviewed responded that they were learning a new skill in order to get a job in that trade. Evident from the San Francisco responses is the correlation between the response to employment status and development of new skills. 33% of the males questioned were unemployed and 37% gave learning a new skill as their objective for taking the course. Among the females 91% were unemployed and 90% were taking the course to learn a new skill. (We again emphasize that the San Francisco percentages reflect the sample and not the total AVE population because of our emphasis on identifying factors related to AVE and pre-employment training.)

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* All persons interviewed did not respond to all questions.

Middle aged men constituted a large segment of the participants in the avocational and upgrading programs. Their responses to the reason for participation in the program were usually for avocational reasons or for personal interest. As the individual interview progressed, however, these men would often confide that because of mechanization and today's economy they wanted a skill to "fall back on" if something happened to their existing jobs. Some of these men had been attending AVE courses for ten or more years and had participated in up to four different courses.

2. How did you become interested in this particular program, i.e., Friend, Advertisement, Employer, Counselor, Other?

	Cleve	Phila	S. F.	Total
1) Friend/Relative	27%	53%	46%	37%
2) Advertisement	10	-	27	14
3) Prior Course	12	-	11	10
4) Other	52	47	16	38
NUMBER OF RESPONSES	52	15	37	104

In all three cities the most effective form of publicity seemed to be word-of-mouth via friends and relatives. San Francisco was the only city where some percentage of those interviewed had responded to advertisements, as discussed in the Recruiting section. Counselors, other manpower training programs, the Veterans Administration, and the Boards of Education did not serve as recruiters for any of those interviewed.

3. Are you presently employed?

	Cleve	Phila	S. F.	Total
1) Yes	74%	76%	37%	60%
Full-time	93	92	100	95
Part-time	7	8	-	5
2) No	26	24	63	40
NUMBER OF RESPONSES	53	17	41	110

3a. If yes, is the job in the same general type work as the training was?

	Cleve	Phila	S. F.	Total
1) Yes	67%	89%	67%	71%
2) No	33	11	33	29
NUMBER OF RESPONSES	34	9	15	58

3b. If yes to 3 and 3a, has your job responsibility or salary increased because of training?

	Cleve	Phila	S. F.	Total
1) Yes	42%	46%	33%	39%
2) No	53	36	67	53
3) Probably	5	18	-	7
NUMBER OF RESPONSES	19	11	15	45

In Cleveland 74% of those interviewed were presently employed and 76% were employed in Philadelphia. The majority of these people were taking a course related to their field and about half of these had received more responsibility or an increase in salary as a result of their training. In San Francisco 63% of those people interviewed were unemployed, due primarily to the large number of females enrolled. 90% of those females did not have a job.

4. How long will your training require?

	Cleve	Phila	S. F.	Total
1) Last semester	20%	-%	14%	14%
2) 1 more semester	16	-	21	16
3) 2 more semesters	16	-	27	18
4) "As long as necessary"	16	69	24	28
5) Other	31	31	14	24
NUMBER OF RESPONSES	36	13	29	78

"Training time required" produced responses that were rather evenly distributed among participants and cities. Philadelphia students who indicated "as long as necessary" estimated a three to five year program stay.

5. What do you expect in the way of a job at the completion of training?

	Cleve	Phila	S. F.	Total
1) Don't know	12%	-	29%	19%
2) Further education	8	-	5	5
3) Better job and/or increased responsibility	80	100	66	77
NUMBER RESPONSES	25	13	41	79

5a. Will the school provide placement assistance for you?

	Cleve	Phila	S. F.	Total
1) Yes	33%	27%	48%	39%
2) No	27	65	16	30
3) Don't know	40	9	36	31
NUMBER RESPONSES	15	11	25	51

5b. Do you know where you can obtain a job?

	Cleve	Phila	S. F.	Total
1) Yes	67%	82%	46%	60%
2) No	27	9	54	36
3) Don't know	7	9	-	2
NUMBER RESPONSES	15	11	24	50

5c. Is there a large demand for people in the area in which you are training?

	Cleve	Phila	S. F.	Total
1) Yes	71%	85%	74%	76%
2) No	-	8	4	4
3) Don't know	29	8	22	20
NUMBER RESPONSES	14	13	23	50

The majority of those interviewed in all three cities hoped for a job or a better job at the end of training. Several wanted to increase their salaries and eventually go into a new job or a business for themselves. A small number in Cleveland and Philadelphia said that they had no job in sight and were taking courses for a hobby.

Of those who wanted related work at the end of training, 33% of the students in Cleveland felt that the school would provide placement assistance if needed and 48% in San Francisco believed if the help were needed it would be provided. In Philadelphia 27% of the participants interviewed felt that the school would be of assistance in providing placement. 82% of the Philadelphia participants felt they would be employed at the conclusion of the course, 67% in Cleveland and 46% in San Francisco. These percentages are for all participants interviewed where interviews were conducted near the conclusion of the fall semester.

In terms of the participants' view of the demand for services in their area of study, 85% in Philadelphia felt their's was a high demand skill, 71% in Cleveland and 74% in San Francisco. The San Francisco result reflects the views of a large group (60%) of unemployed, who felt that though they were unemployed the training they were taking would lead to a job.

6. Is the training difficult?

	Cleve	Phila	S. F.	Total
1) Yes	13%	46%	41%	32%
2) No	88	54	54	65
3) Don't know	-	-	5	3
NUMBER RESPONSES	24	13	37	74

6a. Is training content what you expected?

	Cleve	Phila	S. F.	Total
1) Yes	94%	37%	91%	80%
2) No	6	50	3	14
3) Don't know	-	14	6	6
NUMBER RESPONSES	18	14	32	64

6b. Are the facilities (room, lighting, etc.) adequate?

	Cleve	Phila	S. F.	Total
1) Yes	100%	64%	97%	91%
2) No	-	36	3	9
NUMBER RESPONSES	18	14	33	65

6c. Is there sufficient training equipment?

	Cleve	Phila	S. F.	Total
1) Yes	94%	71%	77%	80%
2) No	-	29	23	18
3) Don't know	6	-	-	2
NUMBER RESPONSES	16	14	30	60

Most of those questioned in San Francisco and Cleveland did not find the training difficult and the content of the training was more or less what they had expected. Several mentioned having a few problems at the outset of the training course. In Philadelphia on the other hand, 46% responded that they had found the training difficult and 50% said that the training was not what they had expected; many found it was more work and went into greater depth than they had anticipated.

There were no complaints about the facilities in San Francisco and Cleveland although several participants mentioned the lack of equipment in San Francisco or complained of the condition of existing equipment. 36% of the participants interviewed in Philadelphia expressed dissatisfaction with facilities and 29% felt there was insufficient training equipment.

7. Is the return to school difficult to adjust to?

	Cleve	Phila	S. F.	Total
1) Yes	26%	14%	27%	24%
2) No	74	86	64	71
3) Don't know	-	-	9	4
NUMBER RESPONSES	23	14	33	70

7a. Is the program designed to assist in the adjustment?

	Cleve	Phila	S. F.	Total
1) Yes	78%	100%	86%	86%
2) No	22	-	14	14
NUMBER RESPONSES	9	6	7	22

7b. Does the instructor(s) understand the adjustment problems and structure the training appropriately?

	Cleve	Phila	S. F.	Total
1) Yes	88%	100%	100%	95%
2) No	12	-	-	5
3) Don't know	-	-	-	-
NUMBER RESPONSES	8	8	6	22

Most participants felt that there was no great adjustment required in their return to school. The only point made by the few who mentioned some difficulty was that an initial adjustment was required which was overcome after the first few weeks. Most participants believed that the program was designed to deal with this adjustment and that instructors understood such problems.

8. Are all program participants in the same age group and of approximately the same educational background?

	Cleve	Phila	S. F.	Total
1) Yes	29%	38%	18%	26%
2) No	67	62	78	71
3) Don't know	4	-	4	3
NUMBER RESPONSES	27	13	28	68

8a. If no, does this cause problems with adjustment?

	Cleve	Phila	S. F.	Total
1) Yes	-%	-%	-%	-%
2) No	100	100	100	100
NUMBER RESPONSES	16	7	19	42

In all three cities studied, the participants interviewed gave no indication that the classes were organized within a structured age or background framework. Most classes spanned all age levels and no one felt that students had been included or excluded on the basis of specific educational background. There were no feelings that this age span led to problems in adjusting to the program.

9. Do the counselors talk with you frequently?

	Cleve	Phila	S. F.	Total
1) Yes	4%	6%	13%	7%
2) No	96	94	87	93
NUMBER RESPONSES	54	16	40	110

93% of all those interviewed in the three cities stated that they either had never seen a counselor or had spoken to one just once. Of those that mentioned that they had seen a counselor, the experience was positive. Participants in the Cleveland Program indicated that counselors had been of great assistance on a personal basis. In the other two cities, where students had seen counselors, they indicated that contact had been infrequent. The responses to questions 9a. and 9b. describing the quality of counselors did not provide useful information since counseling was not provided in a sufficient number of instances.

10. Is transportation to school a problem?

	Cleve	Phila	S. F.	Total
1) Yes	-%	13%	3%	3%
2) No	100	87	82	92
3) Parking problem	-	-	15	5
NUMBER RESPONSES	84	16	40	110

Very few students in any of the cities mentioned specific problems with transportation except for parking difficulties in San Francisco. Most of those interviewed did not consider transportation any sort of an obstacle to participating in the program. As course offerings decline in cities such as Philadelphia, however, driving distances increase to schools with less desirable locations. (It should be pointed out that this question was not asked to those who did not enroll because of inner city school locations so that study has no way of projecting how much of the decline in night school activity is related to a fear of driving/parking at particular schools.)

11, 12, 13. What parts of the program do you like? What parts of the program do you dislike? If it were up to you, what changes would you make to improve training and make the program more attractive?

The responses to these questions were not consistent enough to provide a pattern and the question was not asked where students were identified as non-vocational by the preceeding questions. Generally the responses to the questions indicated that the participants are satisfied with the course content, see no need for change and feel they have no suggestions to improve course content.

14. Do your plans include future training in same field?

	Cleve	Phila	S. F.	Total
1) Yes	82%	93%	70%	80%
2) No	12	7	22	14
3) Maybe	6	-	8	6
NUMBER RESPONSES	49	14	27	90

The majority of the responses in all three cities indicated that individuals planned future training in the same fields. Some had specific educational goals such as returning to college or getting a diploma; others planned to specialize in a profession/trade.

Summary of Interviews with Unemployed Students in San Francisco

The 65% interviewed in San Francisco who were learning a new skill for a new job may be divided into two groups.

1. 68% of the unemployed group are women attending John Adams and Galileo Adult Day Schools. These schools provide comprehensive offerings of adult courses and offer non-technical programs in business, distribution, health, etc.

   All but three of the women were under 26 years of age. 19% were black, 31% Spanish speaking and 50% white. The courses they were taking included typing, foreign born typing, clerical record keeping, and Licensed Vocational Nursing (LVN). The LVN's are in a work study program and were assured of jobs at the work site upon completion of the course. Those who were taking clerical courses felt they would have no problem getting jobs because of the demand for these skills. Several thought the AVE school might help them get jobs if needed but most felt they would have no problem finding work themselves.

2. 32% of the group were men attending night school T&I courses offered at John O'Connell. The courses being taken varied from power sewing to pilot ground school and the age ranges varied from 18 to 50. The length of time of unemployment for individuals also varied considerably. Courses being offered frequently required several years to complete, discouraging those in an unemployed status. Some instructors were providing help in finding part-time work.

INSTRUCTOR INTERVIEWS

Instructor interviews were conducted to gain insight into the focus of the course (avocational, upgrading, pre-employment, etc.) and the nature of the participation in these courses by the disadvantaged inner city residents. Instructors were also asked the standard program assessment questions as indicated in the Methodology section. Interviews were aimed at determining the involvement of instructors in various functions such as counseling and planning and to obtain instructors' views about their role in those areas. Instructors were selected from schools offering primarily adult vocational training and were teaching courses which were, or appeared to be, pre-employment courses.

Summary

In the three cities studied, approximately 7 percent of the instructors were interviewed. The instructor interview sample was selected to include:

- Instructors from a cross section of the schools offering AVE programs.
- Those teaching courses within the AVE Program which could provide pre-employment training for inner city residents, where pre-employment was defined as training aimed at securing immediate employment.

During the interview process principals would frequently identify a course as a pre-employment course while the instructor would feel it was avocational. Instructors frequently felt that there was insufficient time for adequate instruction when courses met one or two nights a week to develop pre-employment skills. They felt it would take two to five years of study in many occupations for an individual to obtain entry level skills with such an attendance pattern.

An instructor for automobile mechanics indicated that in nineteen years of instruction he had seen only two people come to the course to develop job skills. This was an extreme example but indicative of the tone of instructor responses.

The overall pattern of responses from the three cities indicates that there is some movement toward offering pre-employment courses in San Francisco and Cleveland while Philadelphia pursues a more traditional program. The same trend is apparent in the cities with respect to providing supportive services for AVE, with Philadelphia showing no interest in linking such services to the program.

The following sub-sections list instructor questions, provides responses to the questions and interpretation of these responses. The responses to several questions are grouped together for interpretive purposes where appropriate.

Questions 1 and 2

What are the objectives of your specific course? Does your program specialize in or include adult inner city residents? These two questions were developed to identify courses which were aimed at providing basic pre-employment skills to inner city residents. With one or two exceptions in each city, the preliminary criterion for the selection of instructors was that the course being taught by them would attract the low skilled unemployed. The first two questions provided the following responses:

Objectives	Cleveland	Philadelphia	San Francisco	Total
-Daily living and personal understanding	14%	-%	-%	8%
-Basic Education, GED, diploma	14	-	5	9
-Upgrading or additional skill	23	-	35	23
-Avocational	29	40	5	23
-Apprentice	3	40	-	8
-Pre-employment	17	20	55	29
NUMBER RESPONSES	35	10	20	65

Do you specialize in inner city residents?

Response	Cleveland	Philadelphia	San Francisco	Total
- Specialize	34%	20%	-%	22%
- Include	29	80	80	52
- Not Applicable*	37	-	20	26
NUMBER RESPONSES	35	10	20	65

(*Type of course excluded disadvantaged inner city residents)

In Cleveland twelve interviews out of 35 instructors were performed in the Adult Education Center. This is a day school for young adults aimed at providing GED or diplomas. It is interesting that only six of the twelve instructors viewed their courses as pre-employment. The remaining six felt that their courses were aimed at providing assistance in daily living or that they constituted part of a base for obtaining a diploma.

Similarly in San Francisco where a majority of the courses offered are upgrading or avocational, eleven instructors out of 20 involved in pre-employment programs were interviewed. None of these instructors viewed their courses as courses particularly aimed at the inner city resident. Several courses, however, such as those taught at the Airport School, are aimed at the disadvantaged indicating that a portion of the disadvantaged population lives outside the inner city.

Question 3

Do you take an active part in a)planning, b)counseling and guidance, c) job development and placement? These questions were aimed at determining the extent of involvement of the instructors in the planning process, to gain insight into the counseling and guidance operation and to determine if the instructor became involved in placement. The responses to these questions were as follows:

		Cleveland	Philadelphia	San Francisco	Total
Planning?	Yes	74%	100%	88%	82%
	No	26	-	15	18
	NUMBER RESPONSES	35	10	20	65
Counseling and Guidance					
	Yes	40%	10%	25%	31%
	No	60	90	75	69
	NUMBER RESPONSES	35	10	20	65
Job Development and Placement					
	Yes	14%	-%	15	12
	No	86	100	85	88
	NUMBER RESPONSES	35	10	20	65

Instructors were involved to varying degrees in planning their individual courses. Some had complete freedom in course design while others worked within a prescribed framework. None of those interviewed were involved in the original planning for the establishment of a given course.

Most of the instructors interviewed were not involved in individual guidance and counseling. Instructors felt that such involvement was not necessary since the students were adults who were registered in the program for a specific purpose. A majority of the instructors interviewed at the Cleveland Adult Education Center, which specializes in adult disadvantaged, did get involved in guidance and counseling. All of those responding yes to this question qualified it with "occasionally," "program oriented only," and "in the context of training." These instructors did not get involved in personal counseling. The instructors who did get involved in job development did so to a very limited extent.

Their affirmative answers were qualified with statements such as "occasionally", "if I know of job openings", and "with better students".

Questions 4 through 6

Are jobs in your area plentiful (do individuals who successfully complete the course get placed)? Do you work closely with an advisory group? Do you work closely with trade associations and the business community? Questions four through six were developed to "zero in" on the focus of the course offering. Is it in an area of good employment? Are advisory groups, trade associations and the business community aware or involved in the program? Responses to these questions are outlined below.

	Cleveland	Philadelphia	San Francisco	Total
Are jobs in your area plentiful?				
Yes	40%	60%	65%	51%
No	17	10	20	18
Questionable or unknown	43	30	15	32
NUMBER RESPONSES	35	10	20	65
Do you work with advisory groups?				
Yes	6%	20%	20%	12%
No	34	70	60	48
N/A	60	10	20	40
NUMBER RESPONSES	35	10	20	65
Do you work with trade associations and the business community?				
Yes	20%	-%	65%	31%
No	31	90	20	37
N/A	49	10	15	32
NUMBER RESPONSES	35	10	20	65

Responses to the question of job availability seemed to reflect the individual instructor's background rather than his knowledge of the job market. Instructors who held full-time industry jobs tended to feel that the job market was good in their technical area even though the course they were teaching was avocational. The "no responses" were usually qualified with statements about the tight job market or the reduction in jobs over the past year. The "questionable or unknowns" and the "N/A's" were cases where the courses were avocational.

The question on advisory groups reiterates the conclusions drawn in the final section "Advisory Groups" - there is little advisory group participation in regular AVE programs. Those responding in the affirmative were either with the Adult Day School in Cleveland or in courses designed for apprentices or journeymen, as in San Francisco.

Question 7

Are the adult inner city residents in separate classes or are they in regular AVE or secondary vocational courses? If included, how would you rate their performance with other students (better, same, poorer)? If included, do adult inner city residents require greater attention, instruction and counseling? If included, is the placement and retention as great as regular students? If separate, what is the rationale for separation? Question seven was developed to focus on the performance of the inner city trainee and determine how he compared with the non-inner city resident. Responses to the questions are given on the following page.

	Cleveland	Philadelphia	San Francisco	Total
Are inner city residents in separate or regular AVE classes?				
Separate	-%	-%	-%	-%
Included	43	100	60	57
N/A	56	-	40	43
NUMBER RESPONSES	35	10	20	65
If included, is performance				
Better	20%	10%	-%	11%
Same	53	30	50	46
Poorer	20	-	-	8
Questionable	7	60	50	35
NUMBER RESPONSES	15	10	12	37
If included, do they require greater attention (counseling, etc.)?				
Yes	59%	-%	9%	28%
No	12	-	-	5
No counseling	29	100	91	67
NUMBER RESPONSES	17	10	12	39
If included, is placement and retention as good?				
Yes	47%	-%	-%	19%
No	7	-	-	3
No placement	47	100	100	78
NUMBER RESPONSES	15	10	12	37

The question of separate classes was aimed again at identifying courses designed specifically for the inner city resident. Unlike manpower programs which concentrate on training inner city residents, the AVE program does not develop courses specifically for this purpose; thus no courses in any city were recorded as "separate".

Responses to the performance of the inner city resident in comparison with other students are inconclusive. Several instructors mentioned that the basic skills of some of the inner city residents are poorer but that they work harder. This best describes the overall tone of these responses.

Positive response to the need for more attention to such services as counseling was only expressed in Cleveland where this concern was expressed in the responses from the instructors in the Adult Education Center. Here the students are much younger than the evening AVE students and the instructors felt they required more personal attention.

All those who answered the question on job retention had little other than personal belief on which to base these judgements.

Questions 8 and 9

Do you receive feedback from those individuals placed on jobs concerning satisfaction with the training? Do you receive feedback from the employers concerning their satisfaction with the training provided? Questions eight and nine were designed to determine if placement was made for individuals from the courses and if such placement occurred, what feedback had been received. Some instructors answered yes for students in an upgrading status. Even though there was no placement the students and employers provided the instructor with feedback. The responses to the questions were:

	Cleveland	Philadelphia	San Francisco	Total
Do you receive feed back from individuals placed on jobs?				
Yes	23%	30%	40%	29%
No	11	-	5	8
No placement	66	70	55	63
NUMBER RESPONSES	35	10	20	65
Do you receive feedback from the employers?				
Yes	20%	30%	40%	28%
No	20	-	5	12
No placement	60	70	55	60
NUMBER RESPONSES	35	10	20	65

The "no" and the "not applicable" responses to these two questions are similar. These were obtained from avocational or upgrading courses where student or employer responses would not be expected.

In Cleveland most of the "yes" responses were from the Adult Education Center where the instructors were closer to the students and a job placement service was operated. The other "yes" responses were from a full-time dental assistant program which was aimed at recent high school graduates and a power sewing course aimed at adult evening students. The power sewing instructor personally does job placement and follow up.

The "yes" responses in San Francisco were from a variety of programs. The majority of the program responses came from John O'Connell. John O'Connell which is responsible for all T&I courses requires that instructors keep records on job placements. Most of the instructors are from industry and keep in close touch with the labor market.

COURSE OFFERINGS

This section of the study discusses the courses being provided in the cities and the forces which are determining the "trends" in courses offered.

Summary

Pre-employment training exists in early stages of development under the aegis of AVE in two cities. These programs are described in detail in the subsequent subsections.

The charts at the conclusion of the section (Charts 9, 10 & 11) organize the course offerings of AVE by traditional taxonomy. Generally these offerings reflect the combined effect of community based planning as acted upon by labor advisory groups (apprenticeship and journeymen courses) and pared down by the local School Board within budgetary constraints dictated by total dollars and other requirements.

It is particularly important for the Office of Education to recognize that within the local "AVE framework" the arranging of courses by taxonomy is purely an accounting measure. That is, the arrangement of courses as shown in the table is only performed to sum up activity for review by higher administrators. Although cities have area coordinators for specific occupational categories this function does not extend beyond the secondary school and there is no planning or concern, for example, for Distributive Education within the AVE context.

To depict the basic problem AVE is experiencing we have chosen to detail the course offerings over recent years in Philadelphia. It should be pointed out that the Cleveland Program is undergoing some change and it is difficult to predict the direction it will take at this time. San

Francisco has a more progressive state legislature in terms of education and there appears to be some promise for AVE in the recent changes the local program has undergone. Philadelphia, however, appears to be following a pattern that is undoubtedly being followed in many cities and this pattern implies an end of AVE for the inner city resident.

Chart 12 (Page 88)depicts the extension school course offerings for the past five years. These again are not exact since the chart was developed from the course offering brochures and some courses were cancelled and added as a function of enrollment. For purposes of identifying a general trend, however, the information is adequate. The courses shown are all extension courses, not just AVE, for each year. The figures on the left show the amount spent in AVE courses during the 69-70 year and the amount reimbursed. The 1969-70 year is the most recent in which data were available.

Looking first at the Adult Vocational Evening High School, we note that the course offerings in these schools, where the heart of the AVE Program is, have dropped from 187 courses to 132. This reflects a decline of about 30% in offerings in this category of school.

Examining the "Other" offerings, those outside of AVE, for these years we find that they decreased only from 453 to 421. The bulk of the course offerings dropped therefore were in the AVE areas. The number of "Other" courses taught in the Standard Evening High School, for example, went from 93 to 137 during those two years while the number of AVE courses did not change significantly. This pattern of decline in AVE course offerings is not the only factor influencing the decline in the number of courses offered for adult vocational education, however. Looking at the AVE budget we note that the school system expended $545,439 for AVE courses during 69-70. During that period of time as Table 13 shows, $235,613 of the funds were spent on apprentice and journeymen courses. This leaves less than $310,000 for all "avocational", upgrading and skill development courses within Philadelphia.

While the budget is the most dominant element in defining local AVE program scope, other factors operating within the system are crucial in determining what segment of the local population the program will serve. Continued "shrinkage" within local AVE offerings is unavoidable if the federal government does not initiate a program to put the equipment and facilities available through the schools to work for the adult inner city resident by earmarking money specifically for that purpose. The factors within Philadelphia which are gradually eliminating AVE as a program are:

- Budget money for the overall school operation is not increasing as fast as total educational needs.
- Even if the "AVE" budget were to remain constant the number of courses would decrease since instructor salaries are increasing - when the overall "AVE" budget is cut this process is accelerated.
- Reimbursement for AVE courses is covering less of the program cost each year.

Labor advisory groups insure that those courses earmarked for apprentice-journeyman training are not cut. Although this is a positive factor for union personnel it accelerates the reduction in "other AVE" money when the total budget is cut.

- There is no group such as the labor advisory group to represent the interests of the disadvantaged inner city resident - there is no interest group to retain the few courses offered to him let alone to reshape the program in his interests.

Given these circumstances, local school administrators have no alternative available to them other than to continuously reduce the AVE offerings. Considering that a major reshaping of program offerings and a concurrent recruitment/advertising program would be required to initiate a meaningful AVE Program in the city, the single possibility for "survival" is that a major federal program be initiated to address the problem of putting some of the school facilities to work in the battle to upgrade training for the inner city resident.

Pre-employment Programs

A number of people who are employed would like to learn a new skill at their leisure. To these individuals evening programs that meet once or twice each week can be classified as pre-employment programs. However as we mention frequently in this report there is a noticeable absence of concentrated pre-employment programs within AVE which provide the skill training necessary to gain employment in the shortest possible timeframe.

The school districts studied, particularly San Francisco and Cleveland are beginning some development in the area of concentrated pre-employment. Despite indications of apathy demonstrated at the federal and state levels and the limited staffs available to them some progress is being made at the local level. The question at this time is whether or not this progress can survive the battle for the local school dollar. The following subsections provide a summary of the efforts within each of the three cities. The total AVE course offerings for each city can be found on Pages 81 through 87.

Philadelphia. There are no programs specifically aimed at pre-employment in the Philadelphia AVE Program. There are a number of excellent evening AVE Programs at the three technical high schools, however, these programs have been cancelled in 1971.

Cleveland. The only pre-employment programs under the regular AVE Program in Cleveland are those at the Adult Education Center. The program at this school is similar to the high school program where GED or diplomas are the goal. The programs provide training in distributive, health, home economics and office occupations and job placement assistance similar to that offered in the high schools. Cleveland secondary vocational programs have developed a reputation for placing over ninety percent of their graduates.

The Woodland Jobs Center under the Director of Technical and Vocational Education (the division not responsible for regular AVE) is developing two AVE funded pre-employment programs. At the time of the study one of these, a program in Building Maintenance, was just beginning.

The Woodland Center was originally donated to the school system by General Electric. This was actually an OJT Program where the individual would be paid while performing specific activities for General Electric. In addition to training and work experience, the employees receive basic education and counseling. Chevrolet, East Ohio Gas and a number of other companies have joined in this training. The training has been reduced considerably since the beginning of the NAB/JOBS Program.

The Woodland Jobs Center also houses a work study program which is aimed at providing part-time employment for financial assistance to those working on their high school diplomas. The Metropolitan Job Counselor and the Cleveland Job Bank are also located at the Center. This consortium offers a considerable potential for pre-employment training.

With additional funding the Woodland Jobs Center could become an AVE Skill Training Center much like the MDTA Skill Training Center, except for the population it serves. The population the Woodland Center serves are those unemployed and underemployed who cannot qualify for manpower training programs. The Center has the space available, a convenient inner city location, and proximity to the Job Bank. This makes it an ideal location for a Demonstration Skill Center (See the "Recommendations" section, Page 11.)

San Francisco. San Francisco has three adult day schools under the direction of the Adult Education Division whose purpose is to offer a program leading to a high school diploma. These schools provide vocational training in the distributive, health, home economics and office occupational areas, but less than twenty percent of the Adult Education Division efforts are in the AVE area. Because of the Oriental and Spanish speaking language barriers over 43 percent of the courses in AVE are concerned with Americanization, a program composed of English as a second language and citizenship. An additional 25 percent of the effort is in secondary school subjects while the remaining twelve percent is split among driver education, parent education and arts and crafts.

The Airport School provides an excellent pre-employment training program. The courses offered are:

Aero I	General Technician
II	Aircraft Electricity and Systems
IV	Airframe Structures
VII	Hydraulic and Pneumatic Systems
VIII	Rigging and Cabin Systems
X	Advanced Aircraft Sheetmetal Technician

These courses are offered both day and night. The day school runs from 8:00 to 2:45. 43 of the 91 day school students are employed with the airlines usually in an unskilled capacity; 36 of the 38 night students are employed with the airlines. The complete distribution is:

Day		Night
43	Working for Airlines	36
10	Working other jobs	0
38	Unemployed	2
91		38

The Bay Area Urban League and the AVE Program have developed a special pre-employment program. The school district provides teachers and curriculum while the Urban League provides facilities and all other services. The program is operated from a church in an inner city location. The classes are held five hours per day four days per week. The program provides intensive training in clerical skills, particularly typing. The Urban League provides the program with recruiting, counseling and job placement functions. The Urban League has been asked to perform the same function in other areas of the city but they have had to limit their activity because of a lack of funds.

The adult division has a number of other programs with various community organizations similar to the one sponsored by the Urban League. These programs are aimed at solving the language problems of Chinese and Spanish speaking people.

One of the most unique AVE Programs is at the John O'Connell Vocational High School and Technical Institute. The school was previously under the direction of the Adult and Adult Occupational Division. When the new organization was developed John O'Connell remained with the San Francisco Unified School District since it is the only technical high school in San Francisco and has the responsibility for training high school students. The school is unique since adults and high school students attend the same programs. There are approximately 940 adults and 610 high school students attending the school at this time. The adults attend from 10 to 30 hours per week.

Some of the offerings are for apprentice and journeyman training while others are attended for pre-apprentice or pre-employment purposes. The pre-employment training is for individuals with no apprentice training or for individuals too old (over 26) to take apprentice training. The adult enrollment includes:

- MDTA referrals - MDTA reimburses school.
- WIN referrals - WIN reimburses school.
- Veterans on GI bill.
- Handicapped.
- Referrals from the Bureau of Indian Affairs.
- Servicemen who require retraining prior to discharge (new plan).
- Others needing training in specific areas. This group varies between 25 percent and 50 percent of the program participants. Testing is required prior to enrollment for some courses.

Chart 9. Cleveland Course Offerings

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLED	TOTAL COURSE HRS
04-0400	Investing	4	50	30
1500	Psychology	12	253	30,57,60,68
1500	Law	5	85	30,57,68
1700	Real Estate	1	10	45
2000	Consumer Economics	3	79	57
2000	Sales	1	17	60
9900	Business Law	5	68	60,68
9900	Business Math	17	341	57,60,68
9900	Business Engligh	1	12	68
9900	Math Refresher	1	11	45
9900	Business Organization	1	17	60
07-0302	LPN	38	680	80
0302	Pharmacology and Nursing	1	13	60
0302	Pharmacology	2	33	80
0302	Medical Transcription	2	28	38
09-0103	Clothing and Textiles	1	17	57
0103	Millinery	7	111	45,102
0103	Sewing	23	358	45,51,102
0103	Clothing	9	176	45,57,198
0103	Pattern Making	4	65	45
0103	Sewing and Tailoring	3	70	45
0103	Family Health	3	109	57
0107	Baking and Cake Decorating	7	136	45
0107	Foods	2	38	57
0108	Family Management	2	48	60
0109	Drapery making	2	23	45
0109	Upholstery	4	46	45
0202	Tailoring and Dressmaking	2	27	45
0202	Dressmaking	14	239	45
0202	Tailoring	5	73	45
0204	Interior Decorating	4	85	30,45
0500	Home Gardening	7	141	30
0500	Soils and Plants	1	15	20
0500	Turf Management	1	12	20
14-0100	Accounting	1	31	51
0100	Bookkeeping	14	197	30,45,60,68
0200	Business Data Processing	11	167	45
0202	Keypunch	2	26	45
0303	General Office Clerk	7	92	57,60

Chart 9. (Cont)

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLED	TOTAL COURSE HRS
14-0399	Office Machines Operator	16	241	30,45,57,60
0703	Shorthand	29	438	30,45,57,68
0902	Typing	43	779	30,45,57,68
9900	Business English	1	19	68
17-0200	Washer Repair	1	10	45
0301	Body and Fender	3	43	45
0302	Auto Mechanics	26	416	45
0303	Automatic Transmission	5	61	45
0303	Automobile Air Conditioning	3	39	45
0303	Front End Alignment	1	12	45
0500	Blueprint Reading	11	161	45
1002	Electricity	5	66	45
1005	Paper Hanging	2	37	45
1009	Glazier	1	12	45
1100	Building Maintenance	2	44	136
1100	Custodial Services	4	60	90
1200	Diesel	4	59	45
1300	Mechanical Drafting	4	54	45
1502	Industrial Electronics	9	139	45
1502	Electronics	1	20	45
1503	Transistor Theiry	3	34	45
1503	Television	4	59	45
1503	Radio and TV Repair	2	25	45
1503	Color TV	2	27	30
1700	Supervisory Training	1	19	39
1900	Offset Retaining	2	39	44
2302	Machine Shop	13	192	45
2302	Industrial Hydraulics	2	31	45
2302	Multi Spindle	1	15	45
2302	Machine Repair	1	17	30
2304	Electroplating	1	19	32
2305	Sheet Metal Layout	1	22	45
2306	Welding	19	291	45
2306	Acetylene Welding	1	16	45
2306	Arc Welding	2	33	45
2306	Plumbers' Welding	4	61	45
2400	Metallurgy	1	10	45
2601	Barbering	1	71	30
2902	Dinner and Party Aides	3	24	45
2902	Party Foods	2	27	45
3000	Refrigeration	3	32	45
3202	Waste Water Treatment	2	30	45
3302	Power Sewing	4	44	45
3601	Woodwork and Furniture	1	13	45
9900	Shop Math	2	27	45

Chart 10. San Francisco Course Offerings

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLED	TOTAL COURSE HRS
04-0400	Investments	3	243	36
0600	Food Store Operation	4	143	108
0700	Food Handling/Sanitation	2	130	108
07-0302	Licensed Vocational Nursing	6	110	46 wks
0904	Medical Assistants	4	176	54,180
09-0102	Child Development	26	2236	180
0103	Clothing and Textiles	36	1777	
0104	Consumer Education	2	25	
0109	Housing and Home Furnishings	13	282	
14-0000	Business English	8	240	36,72,90
0000	Civil Service Preparation	4	216	72
0000	Business Math Refresher	2	126	180
0102	Bookkeeping	8	324	72
0104	Comptometer	2	126	180
0104	Office Machines	2	130	180
0104	Calculating Machines	3	189	72,180
0200	Data Processing	2	162	72
0202	Keypunch	4	252	72
0203	Computer Programming	2	162	72
0302	Clerical Record Keeping	1	63	180
0302	Record Keeping	1	62	180
0303	Office Practice (Clerk)	1	63	180
0303	Clerical Training	1	30	180
0702	Medical Secretary	8	240	180
0702	Office Practice (Secretary)	1	30	180
0703	Shorthand	13	390	27,72,180
0902	Typing	37	1998	36,54,72,90,180
16-0100	Electrical Theory and Technology	1	14	54
0105	General Physics/Chemistry	1	35	54
0108	Electronic Theory/Technology	4	128	54
0109	Electromechanical Motors	2	77	54
0113	Data Processing/Computer Prog.	10	332	108
0114	Metallurgical Technology	1	12	108
0699	Paint Technology	2	59	45

Chart 10. (Cont)

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLED	TOTAL COURSE HRS
17-0100	Air Conditioning/Refrig	2	38	14,108
0200	Appliance Repair/Refrig	2	56	121
0202	Gas Appliance/Valve Controls	2	45	54
0301	Automotive-Frame Alignment	2	37	108
0302	Automotive-Foreign Car	4	66	108
0303	Automotive-Transmissions		90	108
04010	Aviation-Sheet Metal	2	37	108
04010	Aviation-Airframe	2	58	108
040102	Aviation-Powerplant	4	130	108
040199	Aviation-Hydraulics	1	9	108
0403	Aviation-Ground Operation	2	72	122
0499	Aviation-"E.S.L."	2	67	108
0500	Marine Blueprint Reading	2	32	54
0801	Seamanship	4	299	640
1001	Carpentry-Blueprint Reading	2	29	54
1005	Spray Painting/Wallcovering	2	77	45
1007	Plumbing	2	32	45
1100	Custodial	4	188	72,90
1300	Drafting/Mechanical Draw	6	140	108
1400	Electric Blueprint Reading	2	21	36
1401	Industrial Electricity	16	209	36,54,108
1501	FCC Communications	2	36	108
1502	Electronics Assembly	4	62	
1503	TV Service	4	117	108
1599	Electronics	17	226	54
1601	Dry Cleaning	2	65	54
1700	Supervisory Training	4	260	54
1999	Graphic Arts	1	6	54
1901	Composition, Typesetting	4	105	54
1902	Large and Small Offset Press	4	77	54
1903	Camera Preparation	2	27	54
1905	Pasteup	1	11	54
2200	Marine Pipefitting	4	83	108
2302	Machine Shop	8	159	108
2305	Marine Sheetmetal	1	12	108
2306	Welding	16	866	54,108
2904	Waiter/Waitress	3	67	
3301	Power Sewing	4	219	90,270
3302	Fashion Design/Pattern Drafting	4	88	
3699	Woodworking/Carpentry	5	76	54

Chart 11. Philadelphia Course Offerings

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLEES	TOTAL COURSE HRS
7,000	Health-RN	5	179	23,48,73,80 95
9,000	Clothing	106	4020	32,30,31,2,37, 27,28,55,56 48,29,136,23
	Slip Cov/Draperies	7	224	28,56,2
	Cake Decorating	12	396	2,28,14,27,1
	Millinery	11	289	14,18,56,55, 42,28,23,32
	Dressmaking	3	87	28,78
	Pattern Drafting	2	31	56,28
	Tailoring	4	160	28,56,27
	Cooking	2	88	136,47
	Foods	1	35	28
	Interior Decorating	3	86	56,11
	Fabric Cutting/Grading	1	19	51
	Fabric Cut Yielding	1	19	51
	Fabric Cut Cutters	1	19	51
14,000	Typing	78	2681	56,28,55,30, 68,14,27,137 23,15,11,25 10,22,13,7
	Data Processing	7	141	23,56,54,24,26
	Office Practice	16	436	28,55,35,68,42 137,36,34,71,20
	Stenographic	52	1788	28,30,15,60,21, 56,19,54,16,27 69,137,18
	Bookkeeping	12	456	30,42,10,68,27 54,35,34,70
	Keypunch	4	68	60
	Computer Programming	5	90	12,22,30,60
	Business English	1	21	30
	Civil Service Preparation	9	263	60,56,44,27,24,
	Small Business Mgmt.	1	25	30
	Distribution	1	15	68
	Comptometry	1	18	68
	Business Economics	1	24	68
	Business Law	1	36	68
	Academic	1	33	137
	Law and Economics	2	86	56,3

Chart 11.(Cont)

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLEES	TOTAL COURSE HRS
14,000	Business D.P.	1	20	26
	Accounting	2	46	28,21
	Management/Economics	1	11	29
	Inv. Mgmt	1	20	22
	Business Communication	1	22	22
	Intro to Supervisory	1	11	10
	Basic Math	1	18	22
	Adv. Dict.	1	13	16
16,000	Elec. Technician	2	38	56
	Struct. Steel	1	16	56
	Electron Technician	2	30	56
	Laboratory Technician	1	13	28
17,000	Blueprint Reading (Draft)	5	133	30,60,29,72
	Offset Camera	1	13	60
	Radio/Television	5	166	60,54,56,28
	Mechanical Draft	8	98	34,56,120,75
	Art	4	132	32,27,54
	Blueprint/Draft	1	15	30
	Bldg. Construction	1	24	30
	Furniture	2	62	56,23
	Photography	1	15	24
	Brace Maker	1	44	28
	Carpentry	6	558	36,1000
	Rel. English	6	49	45,715
	Related Math & Science	8	67	12,90,195,390
	Bldg. Maintenance	2	48	75,150
	Heavy Equipment Operator	14	134	57,144
	Auto Body Repair	1	12	55
	Woodworking	16	479	56,28,60,68 54,136,47,26
	Metal	1	20	56
	Auto Mechanics	19	551	27,60,56,55, 68,54
	Drafting	4	71	27,56,68
	Cabinetmaking	2	126	56,1000
	Upholstery	5	84	27,55,68,56
	Power Sewing	3	66	27,78
	Electronics	7	118	55,60,68,27
	Blueprint Reader	1	13	55
	Machine Shop	7	129	56,21,3,68, 54,136
	Paint/Decorating	3	86	55,304

Chart 11. (Cont)

TAXONOMY	COURSE TITLE	# COURSES	# ENROLLED	TOTAL COURSE HRS
17,000	Photogrammetry	1	6	47
	Tailoring	2	39	56
	Welding	5	176	56,54,72
	Plumbing	10	331	56,60,613,600
	Hairstyling	1	14	28
	Glazing	1	26	32
	Welding-Elec.	7	155	30,40
	Welding-Gas	6	65	30,40
	Air conditioning/Refrig	6	114	60
	Sheet Metal	6	363	60,64,66,59, 860
	Steam Fitting	3	217	120,600
	Hand Comp.	1	18	60
	Linotype	2	33	60
	Electricity	9	252	30,60,41,54 22
	M.R.I.	6	74	30,60
	Oil Burner	1	13	30
	Ironwork	5	149	30,40,57,60
	Air Conditioning	1	21	60
	Bricklaying	7	165	60
	R.S.E.S.	5	126	30
	Refrigeration	2	41	30,53
	Offset Press	1	24	60

69-70 REIMBURSABLE	$ SPENT UNDER AVE	SCHOOLS	TOTAL EVENING COURSES TAUGHT 70/71	69/70	68/69	67/68	66/67	70-71 COURSES 4	7	9	14	16	17	OTHER	69-70 COURSES 4	7	9	14	16	17	OTHER
393,683	157,750	ADULT VOCATIONAL EVENING TECH	132	150	187	169	151	1	-	14	30	7	72	8	-	-	13	29	7	92	8
114,902	53,479	Bok	49	57	74	61	57	1	-	11	9	4	22	2	-	-	11	7	3	33	3
152,183	54,953	Dobbins	52	60	76	71	63	-	-	-	14	3	33	2	-	-	-	15	4	38	3
101,568	39,789	Mastbaum	31	33	37	37	31	-	-	3	7	-	17	4	-	-	3	7	-	21	2
23,000	9,529	Kennedy Center	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
80,932	26,609	STANDARD EVENING HIGH SCHOOLS	201	225	155	70	72	12	6	4	31	1	10	137	12	3	3	35	15	-	154
30,398	9,947	Franklin Standard	79	88	83	-	-	3	2	2	11	-	7	54	6	0	1	18	6	-	57
1,400	448	Germantown Standard*	19	17	-	-	-	-	-	-	1	-	-	18	1	0	0	1	0	-	15
30,660	9,856	Northeast Standard	43	58	38	70	72	3	1	1	6	1	3	28	2	1	1	1	9	-	41
4,824	1,554	So Philadelphia Standard*	29	31	-	-	-	2	2	-	7	-	-	18	1	2	0	7	0	-	21
13,650	4,704	West Philadelphia Standard	31	31	34	-	-	4	1	1	6	-	-	19	2	0	1	8	0	-	20
64,059	22,668	ADULT EVENING SCHOOLS	432	396	529	535	514	34	1	72	75	6	44	201	32	2	59	73	3	72	239
550	176	Bartram	32	-	56	57	57	2	-	4	6	1	7	12	1	-	6	6	2	10	24
8,046	2,880	Edison	32	39	44	38	39	3	-	6	6	1	7	9	2	-	6	6	-	13	12
7,546	2,470	Frankford	42	39	42	42	42	5	-	6	7	1	4	19	5	-	5	6	-	5	18
1,400	448	Germantown	36	22	59	41	51	3	-	6	9	1	6	11	-	-	-	-	-	-	-
4,330	1,598	Gratz	19	17	26	23	23	-	-	5	4	-	4	6	-	-	3	9	-	4	7
1,296	518	Holme	18	22	20	15	14	1	-	6	2	-	1	8	1	-	5	-	-	5	11
17,091	5,635	Olney	64	63	66	59	58	6	-	7	11	1	6	33	6	-	6	11	-	8	32
1,787	616	Roxborough	23	28	31	30	26	1	-	6	3	-	1	14	-	-	-	-	-	-	-
--	--	Rush*	20	-	-	-	-	2	-	4	2	-	1	11	2	-	5	3	-	1	17
2,142	798	School for Cultural Study	40	53	48	44	-	-	-	-	-	-	-	-	5	-	4	5	-	1	38
5,166	1,987	South Philadelphia	20	38	34	39	40	3	-	3	4	-	1	9	1	-	5	6	1	9	16
8,529	2,889	Washington	52	52	63	59	60	3	1	6	11	1	6	24	3	1	6	11	-	11	20
5,472	1,872	West Philadelphia	68	14	38	40	35	5	-	11	9	-	1	42	1	-	5	2	-	1	5
704	281	Vaux	6	9	12	14	12	-	-	2	1	-	-	3	5	1	1	6	-	4	39
		Sulzberger	-	-	-	8	9	-	-	-	-	-	-	-	-	-	-	-	-	-	-
		Leeds	-	-	-	26	31	-	-	-	-	-	-	-	-	-	-	-	-	-	-
		Barratt	-	-	-	15	17	-	-	-	-	-	-	-	-	-	-	-	-	-	-
5,682	2,043	COMMUNITY EXTENSION CENTERS	76	77	67	85	86	10	-	13	8	-	1	44	7	-	12	14	-	1	45
1,110	412	Lamberton	18	19	11	18	21	5	-	4	3	-	-	6	3	-	4	4	-	-	8
480	153	School for Retarded Adults	20	16	15	13	11	1	-	2	1	-	-	16	-	-	2	1	-	-	13
3,432	1,267	Solis-Colten	31	30	13	29	22	4	-	6	3	-	-	18	4	-	4	6	-	-	18
660	211	Widener Memorial	7	-	7	7	7	-	-	1	1	-	1	4	--------NOT LISTED------------						
		Wanamaker**	-	12	21	2	6	-	-	-	-	-	-	-	-	-	2	3	-	1	6
		Ellwood	-	-	-	16	19	-	-	-	-	-	-	-	-	-	-	-	-	-	-
		Saul Sch of Agric & Horticul	-	-	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1,078	387	COMMUNITY RECREATION CENTERS	47	53	26	17	16	1	-	6	2	-	7	31	-	-	9	3	-	8	33
528	211	Audenried	8	9	7	6	4	-	-	1	1	-	1	5	-	-	2	1	-	1	5
550	176	Bartlett	6	5	7	7	6	-	-	-	1	-	2	3	-	-	-	1	-	2	2
		Fitzimons	16	16	5	3	4	1	-	3	-	-	2	10	-	-	3	-	-	2	11
		Penn Treaty	7	9	5	3	2	-	-	-	-	-	1	6	-	-	2	-	-	1	6
		Roosevelt	10	14	2	-	-	-	-	2	-	-	1	7	-	-	2	1	-	2	9

	69-70 COURSES							68-69 COURSES							67-68 COURSES							66-67 COURSES						
ER	4	7	9	14	16	17	OTHER	4	7	9	14	16	17	OTHER	4	7	9	14	16	17	OTHER	4	7	9	14	16	17	OTHER
	-	-	13	29	7	92	8	3	1	21	34	8	97	23	1	1	13	33	6	98	18	-	1	15	27	5	88	15
	-	-	11	7	3	33	3	2	1	18	10	6	29	8	-	1	10	11	2	33	4	-	1	11	7	1	29	8
	-	-	-	15	4	38	3	1	-	-	16	1	50	8	-	-	-	15	4	42	10	-	-	-	14	4	44	1
	-	-	3	7	-	21	2	-	-	3	8	1	18	7	-	-	3	7	-	23	4	-	-	4	6	-	15	6
	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
7	12	3	3	35	15	-	154	14	2	3	26	3	14	93	6	2	2	13	-	9	38	6	2	1	13	-	9	41
4	6	0	1	18	6	-	57	8	1	1	13	1	10	49	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8	1	0	0	1	0	-	15	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8	2	1	1	1	9	-	41	4	1	1	6	1	3	22	6	2	2	13	-	9	38	6	2	1	13	-	9	41
8	1	2	0	7	0	-	21	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
9	2	0	1	8	0	-	20	2	-	1	7	1	1	22	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1	32	2	59	73	3	72	239	33	2	71	76	13	68	293	27	2	81	78	2	75	283	23	1	81	69	3	84	230
2	1	-	6	6	2	10	24	2	-	6	5	1	12	30	2	-	7	6	1	11	30	2	-	7	5	1	11	31
9	2	-	6	6	-	13	12	2	-	6	6	1	13	16	1	-	5	6	-	9	17	1	-	5	6	-	13	14
9	5	-	5	6	-	5	18	3	-	3	6	1	4	25	3	-	4	6	-	6	23	3	-	4	6	-	6	23
1	-	-	-	-	-	-	-	3	-	6	9	2	4	36	3	-	6	9	-	5	18	4	-	7	9	-	5	26
6	-	-	3	9	-	4	7	1	-	4	4	-	3	14	-	-	4	4	-	3	12	1	-	5	4	-	3	10
8	1	-	5	-	-	5	11	1	-	7	2	-	-	11	-	-	6	-	-	3	6	-	-	6	-	-	4	4
33	6	-	6	11	-	8	32	4	-	7	10	2	7	36	5	-	6	9	-	8	31	4	-	4	6	-	15	6
14	-	-	-	-	-	-	-	2	-	5	4	-	1	18	2	-	4	4	-	1	19	1	-	5	4	-	-	16
11	2	-	5	3	-	1	17	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
-	5	-	4	5	-	1	38	6	-	5	4	1	-	34	4	-	3	4	-	-	33	-	-	-	-	-	-	-
9	1	-	5	6	1	9	16	4	-	5	7	2	10	23	1	-	5	8	1	10	14	1	-	5	7	1	10	16
24	3	1	6	11	-	11	20	4	2	6	11	2	7	29	4	2	6	10	-	8	29	3	1	8	7	-	8	33
42	1	-	5	2	-	1	5	1	-	7	6	1	3	13	1	-	7	9	-	6	17	2	-	7	8	-	4	14
3	5	1	1	6	-	4	39	-	-	4	2	-	4	8	-	-	5	2	-	-	7	-	-	5	2	-	-	5
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	1	-	-	5	-	-	2	1	-	-	6
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	6	2	-	4	13	1	-	8	2	1	4	15
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	2	-	1	9	-	-	3	2	-	1	11
44	7	-	12	14	-	1	45	5	-	14	11	-	2	59	5	-	13	12	-	-	48	4	-	13	11	-	4	47
6	3	-	4	4	-	-	8	3	-	4	3	-	-	9	2	-	4	3	-	-	9	1	-	4	3	-	1	12
16	-	-	2	1	-	-	13	-	-	2	1	-	-	12	-	-	2	1	-	-	10	-	-	2	1	-	-	8
18	4	-	4	6	-	-	18	2	-	4	3	-	-	19	2	-	4	5	-	-	18	2	-	4	3	-	-	13
4	--------NOT LISTED-------------							-	-	1	1	-	1	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-
-	-	-	2	3	-	1	6	-	-	3	3	-	1	14	-	-	1	-	-	-	1	-	-	1	1	-	1	3
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	2	3	-	-	10	1	-	2	3	-	2	11
-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
31	-	-	9	3	-	8	33	1	-	9	4	-	-	12	-	-	7	1	-	-	11	-	-	8	-	-	-	8
5	-	-	2	1	-	1	5	-	-	3	1	-	-	3	-	-	2	-	-	-	4	-	-	2	-	-	-	2
3	-	-	-	1	-	2	2	-	-	2	1	-	-	4	-	-	2	-	-	-	5	-	-	2	-	-	-	4
10	-	-	3	-	-	2	11	-	-	2	-	-	-	3	-	-	1	-	-	-	2	-	-	2	-	-	-	2
6	-	-	2	-	-	1	6	1	-	2	1	-	-	1	-	-	2	1	-	-	-	-	-	2	-	-	-	-
7	-	-	2	1	-	2	9	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-

Chart 12. Philadelphia Course Offerings - 67/71

Chart 13.

Philadelphia 1969-70 Apprentice Programs

	NUMBER OF PUPILS	SCHOOL DISTRICT COST
Electricians	289	$ 33,012
Glazers	18	601
Masons	53	5,008
Steamfitters	181	20,630
Plumbers	225	18,266
Sheet Metal Workers	291	18,561
Operating Engineers	98	8,159
Carpenters	583	106,207
Machinists	117	11,403
Rodsetters	96	7,660
Painters	37	6,106
	1988	235,613

COMMUNITY SATISFACTION

This portion of the study assesses community satisfaction with the AVE Program. This assessment was accomplished by developing standard questions which were asked of a cross section of the various groups interviewed as indicated in the Methodology section. The questions were designed to elicit the opinion of the inner city resident and those groups involved in executing the program. The questions are individually discussed in this section and response summaries are provided in Appendix IV. The figure on the following page identifies the individuals interviewed.

Summary

There is general satisfaction with the AVE program within the community since the AVE program is performing those upgrading and avocational functions the community has learned to expect. Most of those interviewed, whether from the community or the AVE staff, did not view the AVE program as a potential resource for training the disadvantaged.

When the question of whether some segment of the population had different needs was addressed to any of the groups the answer was basically yes. When asked if the public schools were adjusting their programs to meet these needs the answers were once more yes but in all cases the answer was qualified in a fashion to indicate that the public school was adjusting within the constraints of the school system, where these constraints were recognized as being sufficient to make the program unresponsive.

School systems have received harsh criticism from community organizations and other manpower programs in the past. Studies describing the school as not relevant or "expert" opinion that schools do not understand the problems of the inner city resident are frequently written and cited.

	Cleve	Phila	S. F.	Total
AVE Director	1	1	1	3
Vocational Education Administrators	4	3	2	9
Advisory Groups	1	-	2	3
Principals	3	4	2	9
Instructors	10	3	1	14
Participants	3	12	4	19
Employers	1	1	4	6
Manpower Program Directors	4	2	3	9
Other Non School Personnel	4	2	2	8
TOTAL	31	28	21	80

Standard Question Interviews

Early manpower programs developed their own training programs based on such rationale. However, in recent years these same programs have frequently returned to the school for training and many now subcontract all, or a large portion, of their skill training and basic education to the schools. During the course of the interviews it was made clear that some of the resentment to the school still exists. The criticism is less emphatic, with more feeling expressed for the schools' problems.

Central to this study, however, is the fact that there have been few complaints about the AVE program. The people interviewed tend to view the AVE program as the adult educational program with upgrading and avocational goals. This has been their perspective of the program for a considerable time and AVE is not regarded as a source for pre-employment training. Within this framework they view AVE as a "nice" program.

During the interviews, especially when the standard questions were asked, it was difficult to keep the interviewee's conversational focus on AVE Programs. The tendency was to discuss the federally funded programs rather than the AVE Program because the interviewee's basic bias was that AVE Programs were not supposed to serve the inner city resident. Frequently opinions offered in response to standard questions reflected this confusion. Those who indicated the AVE Program was not relevant were asked why it was not. They responded almost as one that the form of presentation was not relevant to those seeking employment. Programs offered several hours one or two nights per week cannot provide the pre-employment skills in the time frame required by an unemployed person.

The summaries provided on the following pages provide the responses to the standard questions asked of a cross section of the groups interviewed in all three cities. There were eighty standard question interviews spread among the three cities. In addition all contacts made with community residents (14) resulted in a null response since they had no knowledge of what AVE was. There was little variance in response to the individual questions by city. Occasionally the rationale for conclusions varied as pointed out in the following summaries, but the conclusions reached were similar.

Standard Questions Summaries

1. Do the adult vocational training needs of the inner city resident differ from those of other adults? 88% of the people questioned responded. 69% of the people responding agreed that adult vocational training needs of the inner city resident differed from those of other adults. In each city surveyed the source of this difference was attributed to a different cause. In Philadelphia it was felt that the inner city residents attended the AVE Program because of vocational necessity as opposed to the avocational interests and social objectives of those in the suburbs who attended to learn a new hobby. The responses from Cleveland stressed the poorer educational background and socio-economic background of the inner city residents as the reasons that their training needs differed from others and that the instructors found it necessary to meet them at their level. In San Francisco the necessity to reach the minority groups was emphasized, the main problem identified was the language problem with "English as a second language" (ESL) students. Reading and arithmetic skills were mentioned as the two most important obstacles. All three areas specified the need to improve the "motivation" of the inner city residents. As a participant from Philadelphia stated, "I think the inner city residents need the training more but the suburban people are the ones who take advantage of the training."

The 31% that felt that the needs of the inner city residents did not differ from those of other adults either responded "no" failing to provide their reasons or said that such classification of differing needs could only be attributed to individuals and not to groups by residence.

2. Is the public school system aware of the problems of the inner city resident? 87% of the people questioned responded. 90% of those responding felt that the public school system is aware of of the problems of the adult inner city resident. 13% of those responding in this way felt that while the school system is aware of the problems, either because of focus (i.e., being more concerned with day school activities) or budget restrictions the school is unresponsive to many of these problems. The remaining 10% felt that the schools were not aware of the problems and blamed this unresponsiveness on overconcern for day schools.

3. Are the public schools adjusting their adult vocational programs to meet inner city resident needs? 86% of the people questioned responded. 79% of those responding felt that the public schools are at least attempting to adjust their adult vocational programs to meet the inner city resident needs. 40% of those responding in this way expressed their doubt as to the capability of the program to adjust to these needs, usually mentioning the slow pace of necessary changes and the administrative and budgetary problems as causes of this frustration. Of those that believed the schools were doing a good job, several gave specific examples of course additions to illustrate their point. 21% of those responding felt that the school was adjusting to the inner city needs.

The majority of those people responding who felt that the public school system did not adjust their adult vocational programs to meet the needs of the inner city resident also gave a negative reply to the previous question asked of them, that is, whether they felt the public school system was aware of the problems of the inner city resident.

5. Does the public school adult vocational training equip the inner city resident with sufficient training for effective job performance? 80% of the people interviewed responded. 67% of those individuals questioned believed that the public school adult vocational training program was equipping the inner city resident with sufficient training for effective job performance. The program was rated effective in training for entry level positions. Several responded that it was difficult to assess the Cleveland program by past performance because the training has only recently come into focus. Many administrators and instructors felt that several courses were a waste of time, money and energy, especially if the program is designed to prepare people for employment. The majority of the students questioned replied that the courses in which they were enrolled would assist them in their jobs. 14% answered that they did not feel the adult inner city resident was provided with sufficient training by the adult vocational training program and the remaining 19% discussed the question but did not feel they were qualified to answer.

6. Are adult inner city residents aware of the opportunities available through the public school adult vocational training programs? 81% of the people questioned responded. 42% of those interviewed felt that the adult inner city residents are not aware of the opportunities available through public school adult vocational education programs, while 46% felt that publicity efforts had been relatively successful. 12% responded that there was some awareness but there was a need for more. Responses from several Philadelphia principals indicate that they feel they have produced an effective publicity campaign through the use of posters within the local community. However, they were the only group of administrators to feel this way. The majority of people questioned felt that whatever publicity had been generated was not sufficient. They felt frustrated because of a lack of funds and because of restrictions on advertising within a federally

funded program. Word of mouth was given as the most effective source of new enrollments. Some administrators and instructors felt that this led to cancellations in areas where people had negative responses and a concentration of courses which have had specifically successful results, supporting the existing course planning technique, i.e., up through the schools. The consensus, even among those that believed that their publicity had been effective, was that a need existed for a much greater effort to reach those who need the program.

7. Do the inner city residents utilize the public school adult vocational training programs? 78% of the people questioned responded. 42% of the people questioned believed that the inner city residents do utilize adult vocational training programs while 40% believed that they do not. Those that felt the program was being utilized gave credit to community acceptance of the program and effective publicity as the major reasons for its success. Those who felt the program was not reaching those to whom it should be geared felt that the program could handle twice its existing enrollment and that the vocational program was now being used for avocational pursuits. Specific problems mentioned were the lack of job placement focus, difficulty in transportation, money, hours, child care and lower attendance in high crime areas. 18% discussed the question but did not feel qualified to provide a definite answer.

8. Are other manpower training programs aware of the problems of the inner city resident? 86% of the people questioned responded. 57% of those questioned felt that the other manpower training programs were aware of the problems of the inner city resident, 9% stated other programs were not, and 34% felt that they were not qualified to answer the question. Several instructors in Cleveland commented that the programs were poorly managed and needed better coordination. San Francisco administrators felt that manpower programs were doing the job because they had the money to concentrate on the problems. A point of agreement among those people interviewed in Philadelphia was that the OIC was successful in reaching the inner city resident.

9. Do other manpower training programs satisfy the needs of inner city residents in terms of job training and placement? 86% of the people questioned responded. 47% responded positively and 12% commented that time limitations, the need for effective planning and counseling, shortages in equipment and money and the ever-changing economic situation presented too many obstacles for the program to be effective. 41% had some exposure to manpower programs and discussed these but did not feel qualified to evaluate them.

MANPOWER PROGRAM COMPARISON

This portion of the study was conducted to permit comparisons between the AVE program and various manpower programs. The data were gathered through interviews with the Directors of Manpower Programs, Employment Service Officials and representatives of the Department of Labor Manpower Administrations.

Summary

The following table was developed to display the major manpower training programs in each city, showing the funding for a specific fiscal year and the number of training slots. Slots are positions funded over a time period that may involve more than one person. In collecting these data from a number of different sources, we found both local and national data inconsistent. To provide consistency the figures below were obtained from the CAMPS reports of the three cities. Although the numbers provided through the reports differed somewhat from the data collected in the cities, the differences were not significant enough to alter the basic spending patterns.

PROGRAM	CLEVELAND		PHILADELPHIA		SAN FRANCISCO	
	Funding (71)	Slots	Funding (69)	Slots	Funding (71)	Slots
CEP	5,538,988	5,000	3,400,000	1,000	3,637,000	1,600
MDTA (Skills Centers)	1,247,636	720	1,250,000	2,125	1,537,500	410
NAB/JOBS	5,732,396	2,205	5,253,496	1,464	2,000,000	1,000
NYC out of school	1,360,000	1,200	935,280	300	476,000	140
NYC in school	715,000	886	Unknown		275,030	463
OJT	420,000	2,000	535,000	2,225	400,000	500
PSC	405,000	200	Unknown		Unknown	
WIN	1,581,250	2,500	1,700,000	2,200	1,292,722	800
TOTAL	17,000,270	14,711	13,073,776	9,294	9,258,252	4,913

The manpower programs involved in the comparison with AVE Programs include:

Manpower Development and Training Act Institutional Training - provides classroom instruction in public or private vocational or educational institutions for unemployed and underemployed persons who are not expected to obtain decent full-time employment without training. The program provides payment of training allowances up to 104 weeks for eligible trainees and transportation and subsistance allowances.

Job Opportunities in the Business Sector (JOBS) - is an expanded version of the on-the-job training program, promoted by the National Alliance of Businessmen to hire and train 614,000 disadvantaged hard-core jobless persons by June 1971. Intensive supportive services are provided to the trainees for 40 weeks, before, during and after their on-the-job training.

Concentrated Employment Program - provides through a single contract with a single sponsor whatever manpower programs and services target areas of high unemployment need in order to enable jobless residents to find and hold steady jobs. Enrollees receive basic education, work experience, counseling, testing, guidance, skill training and any supportive services they need in order to enable them to find work or training.

Work Incentive Program - makes it possible for men, women and youths over 16 to find productive employment and leave the welfare rolls. According to their needs, enrollees receive a variety of manpower and supportive services designed to prepare them for permanent jobs. Clients are referred to the program through local welfare agencies, tested and counseled by the local manpower agency and referred to jobs or to work and training programs such as the Neighborhood Youth Corps and New Careers.

Job Corps - provides intensive remedial help in a residential setting for disadvantaged youth, 16 through 21, who are out of school, out of work and lack the skills for a decent job. Voluntarily living at a residential center for up to two years youth get clean clothes, good food and medical care. Under supervision of skilled staff, they receive education, counseling, job training and work experience. They are also helped to find jobs.

The schools are responsible for the educational portion of the MDTA program with the employment service being responsible for recruiting and placement. The schools also are involved in providing basic education and skill training for other programs, especially CEP and WIN, through subcontract. All three of the school systems studied have contracts with these programs. As pointed out in the section on Organizational Structure, (page31), San Francisco is the only program studied in which AVE is administered with other manpower programs. The Division of Adult and Adult Occupational Education in San Francisco is establishing a separate skill center for the WIN program. Since there is not sufficient space in the MDTA Skill Center, a separate facility is being developed. This shows that school systems do get involved in training the disadvantaged adult, although this involvement is almost entirely outside of the AVE program. The projected costs establishing the supportive services required to make the AVE Program useful to the disadvantaged have kept the schools from providing this type of training for the inner city unemployed. We asked several of the school administrators what they perceived as the school's role in providing training for the disadvantaged. Their consensus was that the school should be responsible for such training. Their comments included:

- The school should work closely with the community organizations, with the school providing the training and the community organizations the supportive services.
- There are many people who do not qualify for federal programs who need training. AVE should provide that training.
- There is a need for an MDTA Skill Center arrangement to train all unemployed. MDTA is highly selective by basic intelligence and aptitude and therefore excludes a large portion of the inner city population.

As stated in the Recommendations Section this is a problem that only the Office of Education can address. There must be a policy established to assign responsiblity and define accountability if schools are to continue training adults in vocational areas, and begin training that group most in need.

Comparison to Other Manpower Programs

In order to develop some general comparisons of the population served we compare below the total AVE group with the characteristics of those individuals terminating from the Work Incentive Program and Concentrated Employment Program. Terminations here represent all participants who left the program either successfully or unsuccessfully over the time period, thus the WIN and CEP figures are representative of the total population (see ASI WIN and CEP Reports on Automated Termination Data, page 25). Again the purpose of the comparison is to point out where further study of some apparent relationships would be useful rather than to draw definitive conclusions, since there are basic elements of non-comparability in the base data created by the stratified samples selected for the AVE study.

RACE (AVE "No Responses" Not Included)

Male	AVE%	WIN%	CEP%
White	72	72	31
Negro	22	24	62
Others	3	4	7
Total N	1689	6526	23954

Female	AVE%	WIN%	CEP%
White	53	50	24
Negro	44	46	69
Others	3	4	7
Total N	668	8149	12753

The comparability between the WIN and AVE data is evident. The CEP program which utilized more active recruitment policies and shows a somewhat higher placement success ratio than WIN enrolls a larger segment of the black population. Although the WIN and AVE figures are close to the census figures, page 47, in terms of black/white ratio, the CEP program figures more accurately reflect the ratio of the unemployed/disadvantaged group within the city addressed.

EDUCATION (AVE "No Response" Not Included in Percentages)

Male	AVE%	WIN%	CEP%
4 or less	1	14	6
5 - 7	2	17	13
8	4	16	12
9 - 11	23	37	44
12 or more	67	16	24
Total N	1689	6622	23847

Female	AVE%	WIN%	CEP%
4 or less	1	3	3
5 - 7	2	8	8
8	4	11	10
9 - 11	34	46	45
12 or more	54	32	34
Total N	668	8535	15701

The figures for education point out one of the major differences in the populations. The educational level of the AVE student is much higher than that of clients from other programs. This is particularly true of the male where the level of his education is noticeably higher than that of the female in the AVE program, while in the manpower program he tends to be less educated than the female.

The figures tend to reinforce the concept that the individual who has difficulty with the school program is not likely to utilize the facility later. It is unfortunate that the school system which has the more appropriate resources to tie in basic education with the training programs cannot take a more direct role with those individuals in need of such service.

AVERAGE WAGE OF THOSE EMPLOYED

	AVE		WIN		CEP	
Male	N	%	N	%	N	%
$5.25 and above	203	12.0	-	-	-	-
$4.00 - 5.24	453	26.8	286	4.6	293	1.4
$3.00 - 3.99	564	33.4	1103	17.8	1570	7.5
$2.00 - 2.99	394	23.3	2434	39.3	6953	33.0
$1.50 - 1.99	63	3.7	1709	27.0	8489	40.3
$1.00 - 1.49	12	.7	668	10.8	3767	17.9
Total N	1689		6100		21072	
Female						
$5.25 and above	7	1.0	-	-	-	-
$4.00 - 5.24	40	5.8	12	.2	14	.1
$3.00 - 2.99	145	21.7	84	1.5	99	.8
$2.00 - 2.99	345	51.6	842	14.8	1496	12.1
$1.50 - 1.99	120	18.0	2378	41.7	6230	50.4
$1.00 - 1.49	11	1.6	2383	41.8	4520	36.3
Total N	668		5699		12359	

These data identify the population difference between the manpower program enrollees and those in AVE most clearly. The income of the AVE respondents is higher in both the male and female categories. The economic level of the individual the AVE program addresses is not that of the disadvantaged inner city resident who more likely will look to the WIN or CEP program for assistance.

AGE (AVE "No Response" Not Included)

Male	AVE%	WIN%	CEP%
15 - 20	13	13	35
21 - 34	47	47	42
35 - 44	14	24	11
45 and over	14	15	11
Total N	1689	6849	24603

Female	AVE%	WIN%	CEP%
15 - 20	18	18	35
21 - 34	34	60	47
35 - 44	15	16	12
45 and over	16	5	8
Total N	668	8786	16212

The age patterns of the WIN and AVE programs are similar while the CEP program serves a somewhat younger population. Age populations are spread across all age groups in a fashion that indicates that the program must be responsive to each age group if it is to be responsive to the needs of the inner city residents.

Summary

The characteristics information developed for this study is suitable only for gross comparisons since AVE data were collected as courtesy by the local school systems. As a result of examining these data, we conclude that a fair cross-section of the population is being served with respect to age, sex, race and other personal characteristics. However, the AVE program is not being responsive to that portion of the population that is poorer and less educated. These conditions cut across all of the other individual characteristics.

If AVE is to be a responsive program it must first determine what population it intends to serve. develop within itself the capability to assess the population it is serving and then make realistic attempts to initiate the program modifications required to bring the program to that portion of its target population that it is not now serving.

STATE AND FEDERAL FINANCIAL ASSISTANCE

This section of the study deals with the process of state and federal assistance for funding AVE Programs. This section also includes a discussion of student registration costs and comparisons of AVE dollars and those of MDTA training programs.

Summary

This study was aimed at determining the relevance of the AVE Program to the inner city residents. Throughout the report it is pointed out that AVE Programs are not relevant to inner city needs and indicators are flagged to identify this lack of relevance. One of the major reasons for this inadequacy is the lack of federal funds being made available to the AVE Program. The table provided on Page 98 was developed to show federal money involvement in the AVE Program and to compare this to the MDTA federal monies available.

The table points out that the three school systems studied are receiving approximately $188,448 in federal and $915,502 in state assistance for a total of $1,103,950 to provide AVE training for approximately 50,000 enrollees, who average 35 to 55 hours training per semester. At the same time the same cities receive approximately $4,787,686 to provide MDTA training and supportive services to 2,000 to 4,000 participants, who receive five to seven hours training per day for up to nine months.

This financial burden being born by the school system for AVE negates any hope of the school system making AVE relevant to the inner city resident under present conditions. Competitive pressures on local school managers for existing dollars are too great to permit them to direct other school funds into a program responsive to the needs of the inner city resident.

School systems are reimbursed for AVE courses at the rate of $3.25 per hour, each course taught costs the local school district an additional $3.00 to $9.00 per hour. To this extent the courses are competitive for the school system dollar with other educational courses. Any attempt to broaden the AVE Program locally would result in a direct loss of services from another portion of the overall school program.

Looking at the total amount of money paid to the states in AVE funds and comparing this amount to the MDTA funds for three cities within the states provides a better perspective of what we may expect from the AVE Program. State figures were obtained from the state plan which is the vocational education plan that each state forwards to the Office of Education with the budget requests.

STATE	1971 AVE ALLOCATION	1971 FEDERAL MDTA ALLOCATION	CITY
Pennsylvania	$ 571,752	$ 1,849,415	Philadelphia
Ohio	108,500	1,091,492	Cleveland
California	1,438,261	1,846,779	San Francisco

It is clear from observing such dollar level comparisons for the two programs that output comparisons between the programs cannot be made realistically and in fact, that little impact can be expected from AVE Programs with this level of funding.

The tradegy of de-emphasizing the AVE Program is that a time when all educational budgets are being strained, the school facilities and instructors offer an economical method for training the inner city resident since machinery required for training and classroom facilities already exist within this school system. By making such training competitive for the local school dollar we are forcing potential participants out into a system where the training will ultimately cost several times as much to provide. To bring the city school services into play in the training process, programs must have a federal funding source which makes them a "good buy" for local school systems, a source which would permit administrators to "sell" the program, knowing that increasing participation in this program would not cause a direct reduction in other areas. Under present conditions expansion of the AVE Program is the last thing a school administrator wants since such an expansion would represent more competition for the already inadequate school funds.

Factors that prohibit the schools from expanding programs for inner city residents may be summarized as:

- Traditional operating techniques utilized in school operations do not encourage change particularly at any cost to taxpayers.

- The amount of federal and state assistance now provided is insufficient to develop concentrated pre-employment programs within AVE. Schools cannot provide the training and supportive services needed by a program aimed at the disadvantaged with the funds now available.

- Although the 1968 Vocational Education Legislation specifies that training be developed for the disadvantaged the amount of money provided is disproportionate to the scope of the program required to achieve such development.

- Guidelines do not clarify to whom the AVE Program provides training. The relationship of AVE to MDTA, CEP, WIN, NYC, etc., is not clear nor is it clear who is responsible for training the unemployed

> who do not qualify for manpower training programs or who is responsible for training the underemployed in need of concentrated skills training.

City specific processes for obtaining funds are described on the following pages.

Cleveland:

The Cleveland school system is reimbursed by the state at the end of each program year at the rate of $3.25 for each AVE class hour. Forms are prepared and forwarded to the state, showing the course title, taxonomy, the number of students participating in the course and the number of hours the course met. During the school year 1969/70, Cleveland received $145,102 in state and federal financial assistance. The Ohio state plan indicates that 94 percent of that assistance is paid by the state and six percent by the federal government. However, approximately $15,372 (10%) of the AVE assistance in Cleveland is from the federal government with $145,102 contributed by the state.

In Cleveland the AVE Programs provide school for over 7,800 with less than $150,000 federal and state dollars while the MDTA Program aimed specifically at the unemployed disadvantaged served approximately 610 participants with $1,091,492 in federal assistance. Not included in the $150,000 is $7,265 state and federal funds for the apprentice program.

Cleveland is the only city of the three studied that charges tuition for the AVE Programs. A 45 hour course (three hours a night for fifteen weeks) requires a $10 registration fee. Thirty hour courses require a $7 fee. There is also a charge for text books, a portion of which is refunded when the books are returned.

Part-time instructors are paid at the rate of $6.50 per hour. The state refunds $3.25 or half of this cost. The registration fee covers the remaining instructor cost when there are fifteen participants registered for a course. The average course enrollment for 69/70 was 15.8 and the instructor costs were completely paid outside of the local system. The facilities, administration and overhead cost, however, were paid from city funds.

Philadelphia:

Like Cleveland, the Philadelphia AVE Program is reimbursed by the state at the end of each program year. They also receive $3.25 for each class hour. The city reimbursement for the year 69/70 was $234,600. Actually all federal monies went to the secondary program in Philadelphia with the state paying the total $234,600 for AVE.

In Philadelphia the federal and state assistance provided AVE in 69/70 was to assist in training 18,045 students while the federal MDTA allocation was $1,849,415 to serve approximately 659 disadvantaged.

Philadelphia does not charge registration fees for the AVE courses although they do charge for other adult courses. The adult instructor rate in Philadelphia ranges from $7 up to $12 per hour. The instructors receiving the higher rates are primarily those in the technical courses since instructors in these areas are the most difficult for the school administration to find. Thus with no registration fee the Philadelphia school system must pick up a large portion (60-70 percent) of the AVE instructor costs, as well as the administrative facilities and overhead costs. The effect this has had on the reduction of AVE courses is discussed in the section describing course offerings (page 73).

San Francisco:

At one time the state of California reimbursed school districts for AVE Programs by class hour. They now have separate processes for determining state and federal payments to the school districts. These formulae are used for all levels of school operation.

The state funds are allocated by apportionment and equalization. Definitions for these are:

- Apportionment - The total student class hours divided by 525 equals ADA (Average Daily Attendance). The ADA is then multiplied by $125 and equals the basic state aid. The ADA increases to $525 for students who attend ten hours or more per week and $634 for every ADA over 11,000 students.
- Equalization - Districts that have low tax bases or similar funding problems receive additional assistance. The amount is usually determined by dividing the assessed valuation by the ADA.

Both apportionment and equalization are based on the previous year's ADA. The funds are allocated prior to the beginning of the school year with 6% in July, 12% in August and the remainder paid monthly in equal payments. Adjustments are made in the fall and spring terms for the current ADA.

The large full-time student body of the Community College and the number of daily class hours places the Community College district in the higher apportionment brackets. For this reason the Adult and Adult Occupational Division was moved under the Community College District by the District School Board. The division is receiving $634 per AVE enrollee rather than the $125 it would receive under the San Francisco District School Program.

Federal (VEA Part B) funds are allocated at the end of the fiscal year on an excess cost basis. Excess costs are costs incurred above operational costs. Each district sends in its excess costs to the state who total them and then apportion the VEA funds to districts. One administrator indicated that the state was now reimbursing at the rate of 5% of excess costs. Other portions of the VEA funds are allocated by the state to cities based on a use proposal.

The Adult and Occupational Division receives $2,100,000 from the state and $141,876 of federal VEA money. The $2,100,000 is for all adult training. This division serves over 72,000 students each year of which approximately 27% take AVE funded courses. An estimated 27% of the state contribution, $567,000 goes to AVE courses plus the federal contribution of $141,876 to equal $708,876 assistance for AVE programs.

In California the $708,876 for the AVE Program compares more favorably with the MDTA federal assistance of $1,846,779. The AVE Program is aimed at all city residents providing training for over 19,700 participants as opposed to MDTA's 475 slots for the disadvantaged. The California Program is organized to take better advantage of the special federal funds offered than the programs in either of the other states studied.

California law forbids charging registration fees for any courses.

PLANNING

This section is concerned with identifying who performed planning functions, what planning techniques were utilized by the schools and how employers and advisory groups were involved in the planning. Data were collected from local employment services and manpower training programs to compare their operation with that of the school system.

Summary

The two basic elements of AVE Program planning are:

1) Determining the appropriate program focus, thrust or emphasis when developing operational programs.
2) Selecting, designing and implementing individual courses.

1. Determining the appropriate program focus, thrust or emphasis when developing operational programs. The AVE Program has evolved over a period of years with little or no specific planning process. The programs respond directly to the community and group requests for training which came through the individual schools rather than as a function of an organized system. As a result, content of the program grew unevenly rather than by the design of the school administration.

None of the three cities studied has a planning process specifically for AVE. San Francisco did have a staff planner, his responsibility was to satisfy state requirements rather than to develop program areas or policy. AVE considerations within the Philadelphia program were outside the scope of responsibility of the School Planning Office.

San Francisco is the only city evidencing progress in the development of a planning function. This progress results from the state requirement for individual school district plans, the fact that San Francisco has more state and federal financial assistance and the fact that the AVE management process is more progressive in San Francisco. The state requirement for individual plans requires that plans be developed for services such as counseling and guidance, that goals be identified for these areas and that techniques for evaluation of progress in these areas be developed. As a result committees made up of Community College administrators are in the process of designing and implementing programs in counseling, guidance and evaluation.

The Vocational and Technical Education Division in Cleveland also uses committees made up of administrators in their planning operation, similar to those used in San Francisco in the development of planning processes. This division, however, is responsible for only a portion of the AVE Program.

All of the AVE Programs have administrative personnel involved in the CAMPS (Comprehensive Area Manpower Planning) Program. At the local level CAMPS is responsible for coordinating the planning activities of all agencies involved in manpower training and services. One of the by-products of this effort is the development of detailed characteristics and employment data for the area. From their involvement in CAMPS the AVE personnel are exposed to useful planning data. These data were not used in the planning process of any of the programs nor are they utilized as a base for comparing AVE participants to other program clients since descriptive information is not collected by the AVE Program.

2. Selecting, designing and implementing individual courses. None of the school districts studied have developed procedures to design or review course offerings nor do they have unique staff responsible for this function. Generally courses offerings are determined by the principals and instructors. New courses are initiated by one of the following "happenings". No regularly scheduled review of AVE curriculum is made.

- Community groups may desire a specific course and approach the school describing their need. For example, in Philadelphia new courses are initiated at individual schools if several people request them and fifteen people could be enrolled. It is interesting to note that the disadvantaged groups have not used this process for developing programs either because of their lack of awareness of the schools potential or their basic distrust of the school system.

- Employers with a need to upgrade employee skills may approach the school and ask that the school provide training. The employers work with the schools to develop such programs.

- Unions with apprentice programs need to work closely with the school. The union advisory groups perform much of the program design, identify instructors and supplement instructor salaries where necessary.

- The principal or instructor may develop programs from personal knowledge of skill needs, or as a continuation of present programs based on student response.

During interviews with staff members of other manpower training agencies it was found that they also had no formal process for reviewing training areas. The program manager's personal knowledge of the local labor market usually served as the basis on which training areas were established. Employment services working with MDTA training felt that they knew the major areas of employment needs and had sufficient exposure to the employment service data to minimize the need for a formal process of program identification.

It is our observation from performing this study and previous manpower studies that words such as planning and evaluation tend to "turn off" administrators who think of these as complex processes requiring time, money and special skills. Most managers have received no formal training showing them how to incorporate planning activities into their total program. There is no recognition that many of the functions they perform naturally as a part of their job are unstructured planning activities, and what is needed is to establish a standard structure for performing these activities in a logical consistent fashion. This is most evident in the school situation where all of the planning evolves through the schools.

Although planning of this nature is an excellent demonstration of community involvement, if it is the only base for planning, the extent to which the knowledge and training of the school personnel is being utilized can be called into question. What is required for effective planning is an approach that incorporates the community and school input in a combined approach.

The Superintendent of the San Francisco Community College District identifies one of San Francisco's pressing needs as, some method of training for those individuals responsible for course design. The school system needs staff personnel who can design curriculum, plan facilities, obtain equipment, identify the instructor and implement the course once it has been identified. The Superintendent's request was that training programs be established to develop these skills within local staff personnel.

Individual planning processes within each of the three cities are discussed on the following pages.

Philadelphia:

Philadelphia has no specific pattern for planning new programs. Course offerings are based on past years offerings as modified by requests from the community. Principals are expected to reflect changes as they perceive them within the community and request new courses based on these changes. School administrators examine the requests and allocate funds accordingly. The Board then approves or disapproves the overall budget.

A planning staff exists within the overall school administrative structure but the staff is not involved in AVE planning at this time. The AVE Program has a planning staff of its own.

One of the principals interviewed used Bureau of Labor Statistics data in the development of new courses and prior to the final recommendation for new courses, reviewed plans with the local employment service office. One particular program developed in this manner was a cosmetology course in a black section of the city. The principal involved was also principal for the day school. Such planning is isolated however and the techniques utilized by this individual principal are not common to the system.

Advisory committees are involved in planning but these groups are limited to apprentice advisory committees. The only employer involvement in planning was through the apprentice advisory committees.

There is no formal process for the evaluation or review of the existing programs. Informal feedback from principals and minimal registration information provide the only evaluation base. Courses are discontinued after registration drops below fifteen people.

Cleveland:

The Continuing Education Program which provides most of the AVE training in Cleveland has no formal planning process. Like Philadelphia the responsibility for developing new courses rests with the principals and instructors. Programs are discontinued in Cleveland when the registration drops below 10 people.

AVE principals are usually day school principals who work five days a week at that position and two or three nights with AVE. These principals have little time to separate planning from normal operating activity. An example of the most common force of change was exhibited in a TV repair course. Participation in the black and white TV repair had dropped below the minimum number of ten participants requiring the course be discontinued. The instructor and several students suggested that the course be changed to color TV and the course is again operational with a sufficient number of students. Such changes although simple and straightforward may often be overlooked and not identified when regular planning reviews are not part of the normal school operation.

The Vocational and Technical Education Division, which is responsible for apprentice training, limited special AVE Programs and federal programs does not have a special planning staff. They organize planning as required. These committees are usually made up of staff that includes the heads of various occupational areas.

The task forces utilize socio-economic data provided by model cities and research data provided by the employment service as an input to their planning process. They involve advisory groups in planning, but only for secondary programs. Discussions with people outside the school system indicate that this division is establishing a good reputation within the community and that they are involving minority representatives, employers and other interested organizations in a planning process. Since regular AVE Programs are in another division this planning effort applies primarily to MDTA and other federal training programs and is utilized for only one or two special AVE Programs.

San Francisco:

Two years ago the state of California initiated a requirement for school districts to initiate planning similar to the federal government requirements for the state. As a result the Division of Adult and Adult Vocational Education in San Francisco developed comprehensive data on citizen characteristics and area employment. This information which was obtained from the employment service and the CAMP committee was used for report purposes but has never been formally incorporated into a planning process.

The district plans require that data be developed on the following twelve functional areas:

1) Population need analysis
2) Job market analysis
3) Job performance requirements analysis
4) Curriculum sources and ancillary sources
5) Program planning

6) Program review
7) Vocational education promotion
8) Student recruitment
9) Guidance and counseling
10) Vocational instruction
11) Placement
12) Evaluation

The first section of the plan identifies the goals, objectives, conditions and evaluation criteria within each area. The second section describes activity that will take place in each area during the current fiscal year. Section three provides the long-range plans for each area and section four contains supporting charts showing the cities' socio-economic composition and provides program tables similar to those required in state plans.

The Adult and Adult Occupational Division employs a community college instructor who has considerable private industry and school planning experience to develop the required state plans. Special AVE money was obtained from the state to pay for this position. This position has been used primarily to respond to state requirements and has not been integrated into the actual operational processes.

Planning for special program areas has been the responsibility of specially developed committees. These committees are composed of administrative staff from all divisions of the Community College district.

San Francisco is similar to Cleveland and Philadelphia in the approach to AVE course planning. That is, most programs offered this year are repeats of last year's courses. Development of new programs must eminate from principals and instructors who are to respond to community interests.

Union advisory groups are involved in the development of courses in their vocational areas. San Francisco is highly unionized and there is little opportunity to work outside the unions unless an individual is self-employed. The union involvement reflects the industrial composition of the city and is mostly in T&I courses, for journeymen as well as apprentices.

Although planning activity is somewhat more organized in San Francisco than in the other two cities, San Francisco does not have an effective process for planning or evaluation. For this reason a proposal has been developed to use special state funds to organize an evaluation and research unit which could provide a planning data base. The plan for establishing this unit is discussed later in the "Data and Evaluation" section.

LOCAL DATA SYSTEMS AND THEIR USE

This section of the report describes the existing mechanisms within the cities for collecting data and discusses the utilization of the information collected. Participant socio-economic characteristics and reasons for taking courses are two of the most essential elements of information needed for effective curriculum and program impact evaluation.

Summary

The individual schools maintain minimum records for administrative purposes. Reports prepared are those required by the state for payment purposes in Pennsylvania and Ohio and for the district plan in California. These reports contain taxonomy code, course name, hours taught per semester and number of students completing. A new state data form is now being incorporated in the Philadelphia program.

None of the three cities collect sufficient student data to permit local school systems to perform meaningful self evaluations. San Francisco collects race and age data for T&I students while the remaining San Francisco AVE Programs and Cleveland and Philadelphia collect no significant socio-economic data describing students or their reason for course participation. The AVE Programs do not know the characteristics of the population they are serving, the economic (work) status of the individuals or why students are taking specific courses. (Each of the three cities studied conducted limited surveys during our study. See "Student Characteristics" section.)

In discussing the problem with administrators there was little question of their understanding of the potential value of descriptive data. The problem that they face hinges on time and cost. All three school systems have the adult program and the AVE combined so logically data would be collected on all adult students, including AVE if it were to be collected at all. Limited administrative staff and funds prohibit the compilation of data on this number of students (over 60,000 adult students attend classes in San Francisco and in Philadelphia).

San Francisco has requested special funds from the state to establish a research and evaluation unit. Part of the local contribution to this program would be computer time. The availability of free computer time eliminates some of the local time and cost problem. However, collection and storage of individual descriptive data would require ongoing keypunching and development of data storage formats at the expense of the local school system.

The State of Pennsylvania is now implementing a system in which the individual school districts record course information and some of the individuals' characterisitcs. The student is required to complete forms at the time of registration which will be forwarded to the state at course completion time. The state will compile data from source records and return these to the school district. Once implemented this system will be of considerable value to the city for planning and evaluation purposes.

The overall absence of descriptive data is a major shortcoming within existing programs since this absence precludes further analysis or evaluation of how the population is being served. See the section on "Recommendations", page 11, for further comment.

Cleveland:

Data maintained by the various AVE courses is limited to the student registration cards and the instructor records of class participation and completion.

The student registration cards contain the student's name, address and telephone number. There are no socio-economic characteristics recorded or maintained on participants.

The course statistics that are developed are used to send to the state for the payment of $3.25 per teacher hour. These records contain: taxonomy code, course name, instructor's name, time of course offering, total number of course hours and the total number of students completing the course.

Philadelphia:
Philadelphia maintains a minimum amount of data on students. The student record card contains the student's name, address, phone number and course identification. This information is filed in the school where the specific course is being offered.

Philadelphia maintains a course record card for invoicing the state for state and federal assistance. These records include taxonomy code, course name, instructor, number of course and instructor pay for that course. This information is compiled in lists sequenced by school and instructor.

The maintenance of even these minimum records is difficult with the limited staff available. As in Cleveland, the lack of descriptive student data precludes any assessment of whether the AVE offerings are addressing the disadvantaged population in Philadelphia.

The Pennsylvania State Bureau of Vocational, Technical and Continuing Education is developing a new computerized vocational education management information system. The purpose of this system is to develop common methods for the school districts to report information. The system collects data on programs, instructors and participants. The participant data include:

Name
Address
Sex
Race
Highest Year of Education
Reason for Taking Course
School Identification
Course Identification
Social Security Number
Age Group
Special Status (Handicapped, Disadvantaged)
Enrollee's Terminal Status

The data are compiled from mark sensed forms at the state level and printouts are returned to the school districts. At the time of our study there had been no return to the school district. The system appears to provide much of the basic data needed to study the existing program to determine if it is meeting the needs of the community.

San Francisco:

San Francisco currently maintains more records than either Cleveland or Philadelphia. However, the available data are limited.

The two sections of the Adult and Adult Occupational Division maintain different records of participants and courses. The Adult Occupational

Branch directs only the T&I AVE courses. All courses are administered from the John O'Connell School where there are two clerks to maintain and compile reports. Their registration records include race and age information in addition to student name and address information.

John O'Connell also maintains placement record cards. These cards, completed by the instructor contain student name, course name and the name of the employer. Since most of the courses offered by AVE are for journeymen and apprentices, placements came almost entirely from the few pre-employment courses.

John O'Connell also maintains the records of course offerings from which they produce the course statistical report for the district plan (state report). This report includes the taxonomy code, course name, number of people in the course and indicates whether the enrollee is in preparatory or supplementary training. The principal also prepares a report of student attendance for the establishment of ADA (average daily attendance).

The Adult Branch of the Division is responsible for all adult training including the AVE programs other than T&I. The large number of students (over 55,000) make it impractical to collect and maintain basic data or to compile reports with existing level of staff. Student registration cards containing name and address information are maintained by the school at which the course is being offered. Each of the schools compile the AVE course information by occupational category and forward this information to the section office where data from all schools are merged for the state report.

As mentioned in the Planning Section, the Community College district has developed a proposal for a research and evaluation unit. They are requesting $60,000 in special AVE funds from the state for the first year of operational costs.

One of the Unit's first tasks will be the development of a computer file of socio-economic data for all Community College district students. The Community College district realizes that it must know the present audience before it can assess the existing program and plan future activities.

RECRUITING

This section of the study discusses the techniques used to interest the general public in AVE Programs and special efforts made by the programs to interest the disadvantaged.

Summary

The recruiting efforts of each of the three programs are limited. Brochure advertisement of the courses being offered is the most frequently used method. These brochures are usually distributed to places such as neighborhood centers, churches, and libraries. There has been some radio and TV advertising, but these efforts were usually limited to special manpower training programs rather than to AVE Programs.

One of the questions asked during the participant interviews was, "How did you learn about the course?" The following table summarizes the responses to that question.

	Cleveland	Philadelphia	San Francisco
Friend or Relative	27 %	57%	45%
Advertisement	10	0	26
Employer	6	14	5
Previously attended school	12	14	10
Other	45	15	14
	(N=64)	(N=42)	(N=46)

The other category includes counselor, employment service, Veterans Administration, other manpower programs, teachers, churches, neighborhood organizations, etc. Note that there is a different response pattern in each of the cities, reflecting the somewhat different styles in each city program.

"Word of mouth" advertising is most frequent in Philadelphia and San Francisco, while Cleveland appears to have the greatest number of referrals. The low percentage in the "Previously attended school" category is surprising. Although the participant interview sample was relatively small (152 which is .005 percent of the total, see "Methodology" section) responses do provide insight into how students learned of the program.

Recruitment has an interesting history within manpower programs. Recruiting served as a major component in early manpower training programs. However, once people began to utilize the services offered in terms of training and job placement, "word-of-mouth" advertising became the primary recruiting method. Recruiting efforts frequently have been discontinued because programs have more walk-in participants than they can serve. These walk-ins often ask for specific skill training programs by name. In Cleveland TV spots for special manpower training programs have received a favorable response and will be continued.

Presently both the schools and the manpower programs obtain most of their AVE students by "word-of-mouth" advertising. However, since there have been few programs designed for the disadvantaged and very little participation by the disadvantaged, the school programs are not communicating within this inner city community by "word-of-mouth" advertising. Thus were schools to develop programs for the disadvantaged, they would have to perform a concentrated recruiting effort similar to the initial manpower program effort including initial utilization of communication media.

One promising program is the Planned Guidance Program of the San Francisco Community College district. This is the program that will utilize twenty indiginous counselor aides. These aides could readily bridge the initial communication gap to the inner city residents by communicating to this group the advantages of the various AVE Programs designed to meet their problems.

Cleveland:

Each of the schools offering AVE Programs has its own brochure identifying the courses offered, the times of offerings and other particulars such as costs. These are available at the schools and are usually distributed throughout the community.

Spot radio and TV advertising is done in Cleveland. These ads result in a large number of inquiries and the inner city residents appear well informed about types of federal programs that are available to them. Those who do not qualify for the program advertised are encouraged to go the MDTA Skill Center or to the Woodland Jobs Center to be counseled as to what programs are available to them.

Philadelphia:

Philadelphia advertises its Adult and Adult Vocational Programs in one brochure. There is a comprehensive list of programs offered as well as lists by each school providing programs. Schools also develop poster style advertising for use by individual schools, showing the courses offered at the community school and providing pertinent information.

The demand for AVE courses in Philadelphia has declined over the past few years as indicated partially by the decline in courses taught. There is no thought of adopting a recruitment program in Philadelphia since school funds are scarce (the decline in demand is in fact welcomed) and the philosophy of recruitment for a school program is contrary to their philosophy of education.

San Francisco:

The recruiting effort in San Francisco is, as in the other cities, done primarily by advertising in brochures. A survey taken several years ago showed the adult program served 65,000 different individuals giving the program a significant base for word-of-mouth advertising.

In San Francisco, as opposed to the other cities, the employment service counselors had brochures on the AVE offerings. The manager of the Employment Service Office could not cite the frequency with which AVE and other adult programs were recommended but he indicated that counselors were aware of school offerings and that they provided excellent service to ES clients.

The Community College has a college prep basic education course for blacks and Mexican-Americans. They use one student from each of the neighborhoods to recruit and coach (counsel) program participants. The student counselor aides for the guidance and counseling operation may also work as recruiters (see section on Guidance and Counseling) as the program develops.

GUIDANCE AND COUNSELING

This section of the study assesses the extent to which schools provided guidance and couseling to the disadvantaged inner city residents. Interviews were held with AVE personnel responsible for the counseling function (see Methodology). Where this was not a separate activity, interviews were conducted with the school principals and instructors that functioned in this capacity.

Summary

The majority of the enrollees in AVE programs are motivated adults, there is no need for in depth counseling. The counseling function in the evening AVE programs is frequently performed by principals and registrars. Their counseling duties are primarily limited to scheduling and assisting students in the selection of courses. There is little testing performed in the evening programs to assist in training area selection. Since there is no formal job placement function there is no pre or post placement counseling provided by the project.

If the disadvantaged inner city resident were to become a focal point of the program, individual counseling would be required. Testing must be provided to determine aptitudes, time must be spent with participants to expose them to career areas, and each participant must receive ongoing counseling to provide support during training.

After training has been completed the disadvantaged participant requires pre and post placement counseling to assure he adjusts to the world of work.

Personal counseling is the most important program element to the disadvantaged inner city resident since he may experience associated health, family, financial, transportation or legal problems that render him ineffective in training. All manpower training programs for the disadvantaged have various types of counseling programs. Some use only professional counselors, others a combination of professional counselors and coaches who are indiginous neighborhood workers who recruit, follow-up and help participants solve personal problems. Case loads will vary from 25 to 100 participants depending on the program plan.

Again it is important to recognize that the AVE program has little need for additional counseling services as it is now functioning. The requirement for counseling will only stem from enrolling numbers of individuals in the program who are disadvantaged, which the AVE program has not done.

The Planned Guidance Program of the San Francisco Community College district (as described on page 136) has the capability to work with the disadvantaged. Counselor aides will provide the personal counseling required by the disadvantaged. It will be interesting to note if this program enrolls a higher percentage of unemployed than the regular AVE program.

Cleveland:

There are five professional counselors for the 1,300 day students at the Adult Education Center. Four of these are responsible for scheduling and registration counseling. The Director of Counselors performs most of the career, job placement and personal counseling.

Little personal counseling takes place. The five counselors are professional counselors and each has experience in the field. The Adult Education Center administers the standard achievement tests to determine aptitude for college. They do not accept or reject students on the basis of these tests. The Adult Education Center also makes job information available to students and they arrange for employers to to interview students for jobs at the Center. The Adult Center attempts to follow up with employers informally.

The Adult Center caters almost exclusively to adult inner city residents who have not completed high school. The aim of the school is to assist students in getting a diploma or GED; AVE is not a central activity to the center.

The other schools which offer AVE courses have principals, assistant principals and registrars who perform the counseling function. The counseling function is restricted to scheduling and registration.

In contrast, at the MDTA Skill Center, counseling is one of the functions most emphasized. Participants are interviewed upon entering the program and participate in group counseling during the first five weeks of training. The initial sessions are designed to make participants aware of the resources available to assist them in the selection of a skill training area. Additionally such tests as the GATB and Metro Test are given and interest tests such as the Kuder Preference are also administered. The tests provide a basis from which a selection of skill areas may be made and to determine how participants will respond to specific training.

During training, 6-10 counseling sessions of various length are provided to each participant. These sessions will be concerned both with school progress and assessment of personal problems. They are usually provided at the request of the participants to discuss such problems as transportation, money, family, child care, etc.

Philadelphia:

Philadelphia offers only informal counseling through the teachers and program/school administrators. The school system offers excellent career counseling since the instructors are experienced and in most instances have been teaching their subject area for some time. However, Philadelphia is experiencing a general decline of interest in their AVE program. Although the reasons for this decline are complex, one of the more significant factors is their failure to interest inner city residents, many of whom have a multi-problem situation that can only be solved by individual professional counseling.

San Francisco:

The Adult and Adult Vocation Education Division does not have special positions for counselors. The principals and registrars perform these services. Some of the administrators have counseling backgrounds while others do not. Their function is to assist students in program selection.

The Community College district is in the process of planning two career guidance centers. One will be located at the college for the college students while the other will be located downtown in the ground floor of the Community College's District Office building. This location is in the inner city area and is easily accessible for inner city residents. The centers will be designed to provide guidance to anyone seeking its services. The professional counselors staffing the centers will be current school personnel with appropriate career guidance backgrounds. They will receive in-service training to improve their counseling skills. Additionally the Veteran's Administration will provide a counselor on a half time basis to provide counseling on veterans' benefits, etc. 20 Counselor aides who are community residents will assist in the counseling function while attending the Community College. They will be funded through the work study program. The counselors and counselor aides will go out from the centers to adult school locations to work with the students.

JOB DEVELOPMENT, PLACEMENT, FOLLOW UP

The purpose of this section of the study is to describe job development and placement activity within the three cities studied.

Summary

The AVE program operates without a job development component. Approximately 85% of the male students in the AVE program are working and are taking courses for upgrading and/or self-improvement. None of the programs studied therefore had an organized effort for job development within the evening school program.

The Cleveland Adult Education Center which is a day school designed to provide high school diplomas and GED for young adults who have dropped out of school does provide job development. This placement is tied in with the secondary school activity which by reputation has been effective. The remainder of the Cleveland program, however, has no such job development process.

San Francisco has fragmented efforts with instructors in the T&I areas finding jobs for their students. 5 x 8 card records are filed in the principal's office on all placements. Most of the placements documented were from the few pre-employment programs that were offered by the San Francisco system. San Francisco plans call for the Community College Planning Office to take over the placement role for all young adults.

Job development has always been the key element and major problem within various manpower programs. Individual efforts within various programs were fragmented and as a rule ineffective. As a result the responsibility for job development and placement has been centralized with Employment Service Offices. Job banks have been developed in most major cities to centralize these placement efforts. MDTA directors indicated during interviews with them that they felt the employment service operation worked reasonably well. They felt that instructor placement worked more effectively since MDTA instructors are active in their particular skill area, have numerous contacts and can perform effective placement. AVE instructors have similar contacts, could, and in a few cases, do perform such a service. Instructor placement is not an organized effort, however, and its success is completely dependent on the amount of time the instructor will donate over and above his instruction time.

The most evident problem within AVE when viewing it as a resource for the disadvantaged is that it has evolved and structured itself in a manner that indicates it will not be responsive to the problems of the unemployed. As a direct result the disadvantaged do not enroll. As a secondary result the lack of a job development role within the program does not constitute a problem for the population so selected. Job development "problems" therefore can only be recognized as major problems in terms of that population who should be attending.

Cleveland:

The Adult Education Center which operates much like a high school and whose primary aim is to provide curriculum for high school diplomas and for GED has a placement service. The Director of Counseling who is responsible for placement invites employers to interview students for jobs. The Center makes an attempt to visit the employer after placement, but there is no attempt to record results. The Cleveland secondary vocational schools have a very good reputation for placement. This is partially because there is a demand for entry level employees and because the Superintendent of Schools works closely with industry. This Adult Center operates in the same system as the secondary schools.

The John Hay School whose student body is similar to that of the Adult

Center offers job development on an individual basis. None of the evening schools provide job development. In the rare cases where an evening school participant is seeking employment, the instructors assist in placing him. Most of the instructors are either from industry or have industry contacts so they can perform limited job development and placement functions.

Philadelphia:

Job Development within Philadelphia is not considered a proper function of the AVE program. The concept of AVE in Philadelphia is keyed to the idea that training is for specific skills that are required. Therefore, whether the course be for basic skill training or upgrading, completion of the course means the attainment of a skill in a skill shortage area. Employment will follow naturally.

Even at the instructor level, although occasional examples of placement were cited, there was minimal activity and less concern over placements. Once again the high rate of participants in an "employed" status can be cited as the basis for this approach to job development.

San Francisco:

There has been no formal effort to organize a job placement function within the Adult and Adult Occupational Division. The T&I programs aimed at journeymen at John O'Connell maintain records on placement although placement is done informally. The instructors are responsible for placement and for providing records on such placement to the principal. The majority of the school participants are employed and some of the placements recorded describe individuals who had developed advanced skills in areas such as welding and could move on to better jobs. A major portion of the placements were from the San Francisco

School which is one of the few school sponsored pre-employment programs for disadvantaged that was encountered in the study.

A program for training hotel workers was also very successful in placement since San Francisco has many hotels and a resulting demand for hotel workers. The school system has no method for follow up to determine how the employer and employees feel about the program and if it provided the necessary training.

There is an organized job development, placement and follow up operation at the Community College. Plans call for this group to be responsible for all adult placement. The director of this group has performed this function for over 30 years and has developed an excellent working relationship with employers in the San Francisco area. He has four to six employees who are responsible for processing paper work. They also help by working with students but the director does all of the job development. Although he does perform some individual job development most of the work is done on a group basis. Job development procedures include:

- A survey of various college departments to obtain lists of graduates by their major field.
- Graduates prepare resumes and department heads prepare rating sheets on each graduate. They are placed in a student jacket.
- Approximately 100 employers in the fields of graduate interests are invited to a May recruiting day.

- Graduates select 10 employers they wish to talk with and the school sets up schedules of 20 minute interviews.
- Each employer receives the student jacket prior to the interviews.

One third of the students are hired immediately, one third after visits to industry offices and one third often do not get placed in their field.

The Director attends all possible advisory committee meetings to keep up with the program and to improve his industry contacts. He believes placement begins with career guidance and counseling when the student begins school.

There are follow up forms which are mailed to employers for student evaluation. However, there is no plan to insure comprehensive mailing or to compile data. The Director tries to follow up personally within three weeks after placement.

The director plans to use the same approach for placement within the AVE program. The director's ability to develop jobs will be very valuable. Whether the same system can be used is yet to be seen.

ADVISORY GROUPS

This section of the study describes the extent of advisory committee involvement in the various AVE Programs.

Summary

The only substantive involvement of program area advisory groups in AVE programs are those groups interested in the union apprentice and journeymen programs. The San Francisco advisory groups are most active with approximately fifty advisory groups operating in apprentice and journeymen areas. This reflects the strong union influence in the San Francisco area. The school Division operating AVE programs in San Francisco and Philadelphia also operates the apprentice programs. The apprentice training is not included within the same division in Cleveland.

General vocational advisory groups do not get involved in AVE Programs. Their rationale for non-involvement was best summed up by a member of the California State Advisory Council who felt that AVE Programs were "successful" because adults know what they wanted and dropped out less. He felt that the real problem areas were in secondary vocational training. As a result there is no advisory group involvement in establishing policy or in planning specific AVE course offerings, with the exception of a few programs in San Francisco. Adult vocational education has no spokesman at the Board level for interests other than union interests.

CAMPS (Cooperative Area Manpower Planning System) is not an advisory group by definition. However, the organization is important from the standpoint of focusing program attention on the problems of the inner city resident. The committee is composed of representatives from all programs involved in providing assistance to the disadvantaged within the community. The committees have no power to establish policy or direct program activity.

They can only suggest and assist in the establishment of overall plans. AVE staff in all three cities are involved in the CAMPS program. Membership in the CAMPS committee offers several advantages to the school representative:

- He is provided with various perspectives of the manpower problems within his community.
- He becomes acquainted with the directors of other programs and familiar with the goals and intricacies of operation within their program.
- He establishes working relations with members of various community groups.

The school system may work with the CAMPS groups to help meet basic education or skill training needs existing within their program. Additionally the school representative may become aware of training needs not being met by the various manpower programs where the school could provide appropriate course offerings. CAMPS is the only group that functions in a role similar to the advisory group in the cities studied with the exception of the union advisory groups.

The following subsections describe advisory group activity in each of the three cities.

Philadelphia:

Although the CAMPS committee is not an advisory group by definition, the committee is comprised of members of the various manpower training programs and is concerned with coordinating the manpower training efforts within the metropolitan Phildelphia area. The School Extension Service has available the most recent labor market and population statistics provided through their CAMPS reports. The CAMPS report also provides a summary describing the population characteristics of participants in parallel programs and indicates what the level of funding is for each program.

Philadelphia's Advisory Council on Vocational Education is chartered to focus attention within the community and the school system on vocational education. The Advisory Council consists of 100 members, 30 of whom are from the school system while the remaining 70 represent employers and labor unions. The group meets on an as required basis but a steering committee meets on a monthly basis. The group recently evaluated the existing Vocational Education Program (secondary) to provide a basis for planning. The Council works on planning and job placement at the secondary level but not at the adult level. AVE derives no benefit from the operation of this committee.

Each of the apprentice courses has its own advisory committee. These are active committees that plan and review programs. They identify qualified instructors and supplement the instructors' salaries to make the salaries comparable to the union hourly scale. The labor advisory committees exert a considerable influence in terms of the allocation of resources for course offerings in Philadelphia. Apprentice courses are a major cost element within the AVE budget.

Cleveland:
There are no advisory committees actively concerned with AVE program areas for those AVE programs under the Assistant Superintendent for Special Projects and Continuing Education. The Division for Technical-Vocational Education, which is responsible for secondary vocational education and a gradually increasing number of AVE programs, however, has an advisory group consisting of almost 300 employer and labor repre-

sentatives. Their concentration is currently directed towards secondary vocational education but with a gradual realignment of the Division responsibilities, it is hoped that this group will lend its expertise to the development of AVE programs.

The apprentice adviosry committees and the occupational advisory committees are active in the Technical-Vocational Education Division program. This division is primarily responsible for secondary and federal programs. The advisory groups are not involved in the two AVE funded projects directed by this division. The staff members of this division are active on the CAMPS committee. The principal of the Adult Education Center for Continuing Education is also on the CAMPS committee. As previously indicated the Adult Education Center is more concerned with GED and diploma programs than with pre-employment skill training.

San Francisco:

In the San Francisco program the Adult Occupational Section is responsible for the T&I, apprentice and journeyman training. This section utilizes 50 advisory groups. The Adult Section is responsible for all other adult education including the non-technical AVE courses. This section has no advisory committees.

Union membership is required for almost all jobs in T&I areas. The following list shows advisory groups developed and identifies the apprentice and journeyman programs. Journeyman programs which will accept students to develop their pre-employment skills are also listed.

NAME	APPRENTICE	JOURNEYMAN	PRE-EMPLOYMENT
Sausage Makers	X		
Seamanship		X	
Shoe Repair		X	X
Stat. Eng.	X		
Welding		X	X

NAME	APPRENTICE	JOURNEYMAN	PRE-EMPLOYMENT
Tile Setters	X		
Waiter,Waitress		X	X
Printing and Decorating	X		
Printing Pressman		X	
Web Pressman		X	
Typographers		X	
Radio-TV Operation		X	
Service Station		X	X
Piledrivers	X		
Plastics		X	
Plumbers	X		
Sheet Metal	X		
Cooking and Baking		X	
Duplicating Machine		X	
Locksmith	X		
Office Machine		X	
Automotive		X	
Carpentry	X		
Electronics	X	X	
Electrician	X		
Graphic Arts		X	
Machinists	X	X	
Mill Cabinet	X		
Diesel		X	
Ornamental Iron	X		
Grocery Clerk		X	X
Meatcutters	X		
Metal PLaters	X		
Molders	X		
Operating English	X		
Plasters	X		
Power Sewing		X	X
Roofers	X		
Pattern Making	X	X	
Refrigeration		X	
Appliance Repair	X		
Barbers	X		
Bricklayers	X		
Cement Masons		X	
Civil Service		X	X
Custodial		X	X
Construction Tech.		X	
Drafting		X	X
Dry Cleaning	X		
Glaziers			

Utilization of advisory groups under the existing organizational structure is an awkward process. The Director of the Adult Occupational Branch and his assistant are responsible for working with advisory groups. Coordination of meetings and the implementation of resulting recommendations must be accomplished concurrent with the performance of normal administrative duties.

Plans are now being drawn up to revise the advisory group system. There will be three levels of advisory groups established under the new Research and Evaluation Operation. The three groups are:

- The general group working with the data base established by the Research Division (see section on Research and Evaluation) who will identify areas of research as well as areas requiring new programs.
- The area group who will be specialists in fields such as health. They will identify specific areas of planning and assist in planning.
- The third group will serve as specific occupational committees to design training programs.

The state of California has established a three level network of advisory groups: - the California Industry and Education Council who are responsible for evaluating state Vocational Education Programs; - the Northern California Industry and Education Council, who work primarily in the area of political and community influence; - the San Francisco Industry and Education Council who are planning and project oriented.

Interviews with members at each level of concern indicated that AVE is not considered a high priority item. The AVE program appears to be a service with which the communities are satisfied. Secondary vocational education is the technical area within which each of these groups focus and intend to continue to focus their attention.

APPENDIX I

CITY SELECTION SUMMARY

Selection of Cities for Adult Vocational Educational Follow-up Study

The first step taken in initiating the Adult Vocational Education Follow-up Study was to select three cities for in depth study from the sample of twenty-two project metro cities. The following activities were performed to gather information from which a meaningful selection of cities could be made.

Office of Education Staff Interviews: ASI staff members talked with various Office of Education staff who have a knowledge of Project Metro, the Model Cities Program, and the Adult Vocational Education Programs within the twenty-two cities. From these interviews we were able to obtain information describing city programs and gain insight into the extent of cooperation we could expect at each location.

Model City Proposal Reviews: ASI staff members reviewed the twenty-two Model Cities proposals to gain insight into individual inner city problems and to gain a feeling for the adult vocational efforts within each city. Data such as employment patterns and educational attainment of inner city residents were collected and compared. Much of the statistical data used by the cities in these proposals turned out to be census data which the cities had originally summarized from other reports.

State Plan Reviews: The state plans were reviewed for each of the twenty states containing the twenty-two cities. FY '71 plans were used in all cases except Georgia, Pennsylvania, Washington, D. C., and Alabama where FY '70 plans were used. The plans were reviewed to determine the extent of the states' AVE Programs and to summarize financial information on federal, state and local expenditures for AVE within each state so this information could be used in the selection process.

County and City Data Book Review: The County and City Data Book was used to obtain census figures, population race and ethnic structure of population, education, employment and family income data. Most of the figures used included 1960 through 1967 figures since the desired 1970 data will not be available until later in the year.

1970 Editor and Publishers Guide: This document contains current estimated population and employment data as well as city characteristics. Data obtained from this source included the identification of the major industries in each city and the estimated number of employees in each of these industries.

Phone Survey: ASI staff members telephoned the State Vocational Director in each of the twenty states containing the metro cities and, in the majority of cases, also called the City Director of Adult Vocational Education. The phone survey was conducted to:

- Gather information describing the types of AVE Programs that are given in each of the cities;
- Obtain the past year's enrollment figures; and
- Obtain expected enrollment figures for this school year.

Since the survey required fast response, results are incomplete and lack the consistency necessary for detailed comparison. However, the information is useful for developing an overview of the breadth of programs offered.

Data Compilation

The data collected from the above sources were compiled in the following manner to assist in the selection of the cities.

Cities Characteristics Chart: This chart contains education, employment, income and population characteristics for each city. Although many of these statistics are from the 1960 census the chart provides a relative picture in such areas as:

- . The extent to which the inner city population is white, negro or foreign born.
- . High incidence of low income families.
- . Low number of median school years completed.
- . The existing employment patterns.

Cities AVE Plans: This chart contains a summary of planned expenditures for AVE by state including federal, state and local contributions. Additionally it contains the number of adult programs by occupational areas and enrollment figures where available. The program information was obtained primarily by the phone survey and provides a rough interpretation from the city plans, class schedules and other descriptions provided to us by the cities. This chart gives some indication of program balance within each city, indicates the size of the AVE Program and gives some indication of the emphasis that the state places on the AVE Program by the funding comparison.

Individual City Summaries: Background summaries were developed for each city. These summaries include the Model Cities data, listings of those AVE Programs available, patterns of employment and the number of people employed in each of these industries, etc.

City Selection Rationale

The compilation of these data has led to our selection of cities using the following rationale.

- The initial "Group III" cities, those between 250,000 and 500,000 should be eliminated from consideration for the study because of size. Since the study will be limited to three cities it is important that each of the cities selected have a broad enough program and mixture of occupational patterns to provide a base for more generalized interpretations. This consideration excluded the following cities:

- Birmingham, Alabama
- Omaha, Nebraska
- Newark, New Jersey
- Louisville, Kentucky
- Minneapolis, Minnesota
- Norfolk, Virginia
- Portland, Oregon
- Rochester, New York

- New York was eliminated from consideration after consultation with several OE staff members because of its large size. The time restrictions of the study (16 weeks per city) preclude the performance of a comprehensive study of the New York City programs.

- The following five cities were eliminated because of lack of available program data and/or because existing data indicated a narrower program approach than other cities in close geographic proximity. These cities are: Baltimore, Boston, New Orleans, Washington, D. C., and St. Louis.

- The remaining eight cities all have characteristics which would make them desirable for inclusion in this study. These cities are:

  - Chicago
  - Philadelphia
  - Houston
  - Cleveland
  - San Francisco
  - Pittsburgh
  - Seattle
  - Atlanta

- The following are the recommended cities, alternative selections and the reasons for their selection.

  - Cleveland: All OE staff interviewed indicated that Cleveland would be an excellent city for one of the study sites. The superintendent of schools is very interested in vocational education and works closely with the business community in program development and placement. There was common agreement that Cleveland would be an excellent city for the study and would provide a base for determining the effect of close school and business relationship. Additionally;

    From information available, Cleveland has a broad range of Adult Vocational Education Programs.

    The inner city population is predominantly negro with a large number of foreign migrants.

    The median number of school years completed is 9.6, one of the lowest of the twenty-two cities and 70% of population has not completed school (1960 census figures).

    Cleveland will provide a base for determining the relevance of AVE Programs in an industrial town. 40.8% of Cleveland's work force is in manufacturing and only 32.9% in white collar jobs.

    Interest in AVE is indicated from state funding information that shows a high state and local contribution for AVE.

    All people interviewed have indicated that we can expect excellent cooperation from Cleveland.

- Philadelphia: Philadelphia has an extensive Adult Vocational Education Program. Additionally, Philadelphia Public Schools perform a considerable amount of adult vocational training for other federally funded programs such as MDTA, Work Incentive Program, etc. Philadelphia has in fact, developed separate training facilities for these other federally financed programs. Philadelphia will provide a base for determining the effect other federal monies have on the quality and quantity of regular Adult Vocational training. Additionally:

  Philadelphia is the fourth largest city in the United States.

  The median school years completed for all city residents is 9.6%, one of the lowest of all cities in sample. Over 69% of the residents have not completed school.

  Philadelphia has a diverse industrial pattern. 1960 census figures show 33% of employment in manufacturing 19% in retail and over 40% in white collar work.

  Pennsylvania state expenditures for vocational education are second only to New York. Although local contributions for AVE could not be obtained, we assume that the expenditures for AVE follow the same pattern.

During our telephone survey Mr. Robert Coates, the Director of Adult Vocational Education for Philadelphia appeared enthusiastic about the study and requested that we use Philadelphia as one of the cities. Prior to this survey there had been some question about the extent of cooperation that would be evidenced in Philadelphia. We recommend that the test of the data collection and interview instruments be conducted in Philadelphia to insure that actual cooperation exists. If, at the end of the test, it appears that the study performance will be restricted ASI will recommend a change in cities.

- San Francisco: Unlike Cleveland and Philadelphia where the inner city residents are predominantly negro, San Francisco has a mixture of negros, mexican americans and orientals. 19.3% of students in San Francisco schools come from homes where English is the second language. Additionally, San Francisco is different in that 52% of employment is white collar as opposed to 41% in Philadelphia and 33% in Cleveland. San Francisco has diversified industry. However, declines in manufacturing and wholesale with increases in finance and service industries create specific training problems. The language problem and the change in city employment are study elements that will be of specific concern in the San Francisco study. Additionally:

  The median educational attainment is 12 years although the model cities educational attainment is much lower. The educational attainment however for San Francisco is much higher than the other cities.

  From state records it appears that the AVE expenditures for San Francisco would be high in comparison with the other cities. Wesley P. Smith, the State Director of Vocational Education, stated during the telephone survey that San Francisco has a good AVE Program and suggested that it be included in the study.

- If the above cities prove to be unacceptable for any reason, we recommend the following substitutions be made to preserve the representation of the cross-section of elements to be studied.

Recommended	Replacements
Cleveland	Atlanta, Houston
Philadelphia	Pittsburgh, Chicago
San Francisco	Houston, Seattle

The rationale for recommending this order of substitutions is based on replacing selected cities with those having similar characteristics. For example, Atlanta has a dynamic Vocational Education Program with very close cooperation with the business community and therefore would provide a study base similar to Cleveland for examining this aspect of AVE. Brief descriptions of elements of interest within each of the replacement cities follows:

Atlanta

- Relatively high black population.
- Central city is still growing.
- Diverse economic opportunity.
- Broad Vocational Education Program, reported good cooperation.
- Southeastern location effects type of jobs, ratio and population characteristics.

Chicago	. Second largest city. . Good industrial mix. . Illinois has a relatively large vocational education budget. . Population mix is high non-white and foreign born. . Cooperation appears good.
Houston	. Rapid central city growth. . Diversified industry/job mix. . Language barrier problem in education. . High number of Vocational Education Programs - mostly T&I. . Good cooperation in survey.
Seattle	. Relatively high foreign born population. . High average educational attainment. . Largest percentage of white collar jobs. . Limited manufacturing diversity. . Sited as having "outstanding" programs (good cooperation). . High city contribution to program.
Pittsburgh	. Pennsylvania has a relatively large Vocational Education budget. . Diversified job openings. . Program has good reputation but appears limited in scope. . Cooperation sited as good.

APPENDIX II

DATA COLLECTION
AND
INTERVIEW GUIDES

The study was initially divided into two phases. The first phase was the data collection phase aimed at the collection of detailed quantitative data on AVE programs, courses and participants, the collection of gross data on federally funded manpower programs and the documenting of the various delivery processes. The second phase was concerned with the collection of qualitative data. This phase consisted of interviews with a wide range of individuals including the Superintendent of Schools, school administrators, instructors, participants, employers, etc.

- Phase I -

  Structured data collection guides were designed for the collection of like data from each city. Guides were designed to assure the collection of consistent and compatible data. Unfortunately the AVE programs collect very little program statistics other than the the number of people attending each course. As a result those guides pertaining to participant characteristics and program statistics were practically useless. However, each city did run special surveys to provide us with some basic data. The following are the data collection forms used in the study including the survey forms used by the three cities.

CLEVELAND

Please answer all the questions. DO NOT write you name on the questionnaire.

Name of Course:____________________ Name of School: ____________________

SEX: ( ) Male RACE/ETHNIC GROUP: ( ) Black ( ) White ( ) Oriental

( ) Female ( ) American Indian ( ) Mexican American ( ) Other

AGE:______

EDUCATION:
( ) 4th grade or less
( ) 5th thru 7th grade
( ) 8th grade
( ) 9th thru 11th grade
( ) High School Graduate (Including GED)
( ) Some college (no degree)
( ) College degree (including Junior College)

Are you presently employed? ( ) Yes ( ) No

What is your hourly wage? $__________

How long have you been working?
( ) Less than 1 year
( ) 1 to 2 years
( ) More than 2 years

Are you a member of a union? ( ) Yes ( ) No

Why are you taking this course?

(Check more than one box if necessary)

( ) I am learning a new skill and plan to get a job in this area of work.
( ) I am improving my job skills to get a promotion/raise from my employer.
( ) It is required by my union.
( ) It is required by my employer.
( ) Personal interest (hobby)
( ) Other ______________________.

Do you plan to take more courses here, or at other schools in Cleveland, like the one you are taking now? ( ) Yes ( ) No

Have you taken this course before? ( ) Yes _____times ( ) No

Have you taken related courses before? (For example: different welding courses or an introductory course.) ( ) Yes ( ) No

Approximately how far do you travel to get to class? ________miles.

SAN FRANCISCO

Please answer all the questions. DO NOT write you name on the questionnaire.

Name of Course:______________________ Name of School:_____________________

SEX: ( ) Male
( ) Female

RACE/ETHNIC GROUP: ( ) Black ( ) White ( ) Oriental
( ) American Indian ( ) Mexican American ( ) Other

AGE:_______

EDUCATION:
( ) 4th grade or less
( ) 5th thru 7th grade
( ) 8th grade
( ) 9th thru 11th grade
( ) High School Graduate (Including GED)
( ) Some college (no degree)
( ) College degree (including Junio College)

Are you presently employed? ( ) Yes ( ) No

What is your hourly wage? $_______

How long have you been working?
( ) Less than 1 year
( ) 1 - 2 years
( ) More than 2 years

Are you a member of a union? ( ) Yes ( ) No

Why are you taking this course?

(Check more than one box if necessary)

( ) I am learning a new skill and plan to get a job in this area of work.
( ) I am improving my job skills to get a promotion/raise from my employer.
( ) It is required by my union.
( ) It is required by my employer.
( ) Personal interest (hobby)
( ) Other___________________________.

Do you plan to take more courses here, or at other schools in San Francisco, like the one you are taking now? ( ) Yes ( ) No

Have you taken this course before? ( ) Yes ____times ( ) No

Have you taken related courses before? (For example: different welding courses or an introductory course.) ( ) Yes ( ) No

Approximately how far do you travel to get to class? ________miles.

PHILADELPHIA

CHARACTERISTICS SUMMARY

____
(Course Title)

Sex: ____ Male
____ Female

Race/Ethnic: ____ Negro ____ White ____ Spanish Surname
____ Oriental ____ Other

Age: ____

Education:
____ 4 or less
____ 5 - 7
____ 8
____ 9 - 11
____ 12
____ Over 12

Present Employment:
____ Presently Employed
____ Unemployed
  ____ Less than 1 Year
  ____ 1 - 2 Years
  ____ More than 2 Years
____ Housewife

Hourly Wage: _______

Are you taking course to: ____ learn new skill for a new job
____ improve your skills for present job upgrading
____ personal interest

____ Yes ____ No Are you presently employed in the field of this training course?

Area of Residence:
____ Central City
____ North
____ East
____ South
____ West

PLANNING AND EVALUATION

1 Is there a specific pattern or process for the planning of new programs?

2 Does the school administration look on planning as the prime tool for the development of new programs?

3 What source materials are used for identifying labor market needs?

4 What source materials are used to define target population needs?

5 Are the above source materials considers relevant to the planning process?

6 Are other methods used to predict labor market needs?

7 Is there a permanent planning staff?

7a If yes, how many are on the staff and what is their general background?

7b If no, who performs the planning functions?

8 Are there other agencies involved in the planning process such as advisory committees? (If yes, obtain their names for future interviews.)

9 Are employers in a specific type of business or industry contacted for their inputs when programs are being planned for that business or industry?

10 Is there an ongoing effort to evaluate the results of established programs?

11 Is there a permanent evaluation staff?

11a If yes, how many people are on this staff and what is their background?

11b If no, who performs the evaluation function?

12 Are there other agencies involved in the evaluation process such as advisory groups? (If so, obtain names for future interviews.)

13 Is there a specific process for the evaluation of established programs?

14 Are employers of the individuals placed on jobs contacted for their evaluation of the training?

15 Are individuals who have been placed contacted for their evaluation of the positive and negative aspects of training?

COUNSELING (Guidance)

1 Is there a counseling staff for AVE students?

  1a If yes, what is the counselor/student ratio?

  1b What is the size of the counseling staff and how is it organized?

  1c Does the staff function both in the registration and operational areas?

2 What are the procedures for selecting training programs by/for participants?

3 Are there specific educational and characteristic requirements of individuals accepted for training?

4 Are tests given to potential participants to determine their aptitudes or achievement levels?

5 Must these tests be passed in order to enroll in AVE programs?

6 Approximately how much time is spent counseling individual participants?

7 What is the general plan for providing the necessary counseling services?

8 How frequently does the student receive counseling services?

9 Are the physical facilities accessible and conducive to productive counseling sessions?

10 Are counseling records maintained? (If so, obtain copy.)

11 What are the general characteristics of the counselors?

12 If job placement is a counseling function, what are the general procedures followed for job development/placement?

13 How many individuals are recommended per job?

14 What initial follow-up is performed to determine if actual placement is achieved?

JOB DEVELOPMENT AND PLACEMENT

1 Is there a specific job development effort?

1a If yes, what is the general plan?

1b If no, how are jobs obtained for those who successfully completed training?

2 How many employers are involved in the job development and placement effort?

2a How many actively solicit jobs?

3 Does the school official liaison with leaders of the business community assist in job development?

4 Do advisory committees (membership) contribute to job development?

5 Is job placement a counseling process?

5a If no, what are the general procedures for placement?

6 How many individuals are recommended per job?

7 What initial follow-up is performed to determine if actual placement is achieved?

8 Are there job development and job placement records? (If so, obtain copy.)

RECRUITING

1 Are there specific recruiting efforts?

  1a If yes, what is the general plan?

  1b If no, how are participants obtained?

2 Are there specific efforts to recruit inner city residents?

  2a If yes, what is general plan?

  2b If no, how are inner city participants obtained?

3 How many people physically go out and recruit?

4 What is size of total recruiting staff?

5 What are the general characteristics of recruiters (race, education, etc.)?

6 Are there specific problems associated with the recruiting effort?

FOLLOW-UP

1 What is the follow-up plan?

2 Is there a specific time frame for follow-up?

2a If yes, is the specified time frame observed in the actual procedure?

3 Is follow-up extended to the employers?

4 Does follow-up include ongoing counseling of individual?

5 Are there specific follow-up records? (If so, obtain copy.)

- Phase II

The interview guides were designed to gain personal insights into the various aspects of the AVE program from a cross-section of individuals from the community. The format of the interview guides were designed to:

- Insure that similar interview data are collected from like sources within cities and among all three cities.

- To develop basic questions from which each interview can be structured. The objective of this technique is to guide the interview while permitting the individuals being interviewed to build on the basic question concept with an open end response. As a result like interviews can range in scope considerably if the individual being interviewed is stimulated by the basic questions. In each case, however, similar basic information will be developed from each interview.

The questions contained in the various interview guides were frequently similar. Again the instruments were structured to pattern one portion of the interview so that comparable responses could be obtained for analytic purposes. Most of the interview questions were designed both to develop a closed response answer and to open avenues of discussion with the individual being interviewed.

The chart on the following page identifies the various interview groups and the objectives of the interviews. Subsequent pages contain the guides for each of the interviews identified.

AVE DIRECTOR INTERVIEW

1 What are the basic goals of the AVE Program in your city?

2 Does the AVE Program focus on training unskilled labor for skilled jobs or on providing additional training for people already employed?
= Unskilled, additional, both, avocational, percent

3 Does the school administration consider AVE a high-priority item?
= high, average, low

4 Does the school system have other AVE funds such as MDTA, WIN, etc.?
4a If yes, in your opinion, what are the differences in the goals:
4b If there are separate funds, how are they handled?
=separate facilities, separate management, separate instruction, different enrollment

5 What is the amount of other training dollars in comparison with the AVE dollar?
=MDTA, AVE, Other

6 Is there any emphasis on meeting the needs specific to inner city residents under regular AVE funding?
6a Are there programs specific to the needs of the inner city residents?
6b Are there specific recruiting efforts to attract inner city residents?
6c Are there services specific to the needs of the inner city residents?

7 Is there a separate planning and evaluation function for the AVE Programs?
7a If no, describe planning process (use planning questionnaire as guide)
7b If yes, obtain name of planning director.
7c If yes, what role do you play in the establishment of priorities?

8 Is there a separate recruiting function?
8a If yes, obtain name of recruiting director.
8b If no, are there specific recruiting efforts (use recruiting questionnaire as guide)?

9 Is there a separate counseling function?
9a If no, is there an AVE counseling function (use counseling questionnaire as guide)?
9b If yes, obtain name of counseling director.

10 Is there a special job development, placement and follow-up function for AVE?
10a If no, is there a specific job development function (use job development questionnaire as guide)?
10b If yes, obtain name of individual responsible.

11 Are there separate resources for supportive services, such as medical assistance?

12 Does school administration activity assist in the AVE program administration (such as planning)?

13 Do employers or the business community actively assist the AVE program?

14 Do you receive feedback from the employers who have hired AVE students, concerning their evaluation of the training?

Continued on next page

(AVE DIRECTOR INTERVIEW (Cont'd)

15 Do you receive feedback from the students who have been placed on jobs, concerning their evaluation of the training?

16 Do labor unions actively assist the AVE program?

17 What contributions do the various advisory groups make?

18 Does the U.S. Employment Service assist in any of the functions such as planning or job placement?

SUPERINTENDENT

1 What priority does AVE have in the overall school plan?
=major priority, average priority, low priority

1a Do you expect changes in the role of AVE in the next several years?

2 What are the goals of the AVE Program?

2a How do the AVE goals differ from those of MDTA?

3 Does the school have a planning staff to direct or control all planning?
=directs, assists, coordinates

4 Is there a consideration of the inner city residents' needs in any of the schools' program planning?

5 Is there a special effort to attract inner city residents to the AVE Program?

5a If so, how are those residents attracted to the program?

6 Do you play a major role in the planning of the AVE Program?

7 Does the school board play a major role in the planning of the AVE Program?

8 Does the school board consider AVE a high-priority item?
=major, average, low

9 Is it the function of any specific individual to maintain liaison with the business community?

10 Is it the function of a specific individual to maintain liaison with the various poverty and manpower training groups?

BOARD OF EDUCATION

1 Is the Board elected?

2 How many people serve on the Board?

3 What is composition of the Board?
= business, professional, government, labor, church, other

4 How many people on the Board are from the inner city area?

5 How does AVE fit in Board priorities?
= major priority, average priority, low priority

6 Are the needs of the inner city reflected in the Board's priorities?
= major priority, average priority, low priority

7 Does the School Board play a major role in the planning for AVE?

8 Do groups from the inner city come to Board meetings to discuss problems?
= frequently, infrequently, never

8a Do you receive indications from them conveying satisfaction or dissatisfaction for AVE Programs?

9 Do you get any feedback from business and industry concerning the quality of their AVE trained employees?

10 Do you coordinate with business and labor groups concerning planning and general policy?

DIRECTOR OF VOCATIONAL EDUCATION (AVE Director's Supervisor)

1 How does AVE rank in the overall Vocational Education plan?
= major priority, average priority, low priority

1a How do the goals of AVE compare with those of secondary vocational education?

2 Is there consideration of the inner city residents' needs in any of the planning for the Vocational Education Program?

3 Is federal money such as MDTA integrated into the overall training plans?

3a How do the goals of AVE compare with the goals of MDTA?

4 Do you play a major role in AVE planning?
= major, minor, none

5 Do the school board and superintendent play a major role in AVE planning?
= major, minor, none

6 Do advisory groups play a major role in AVE planning?
= major, minor, none

7 Does the business community contribute to the planning and placement processes?

8 Do you maintain liaison with the business community?

8a Do you receive feedback from business and industry concerning the quality of training?

9 Do you receive indications from community organizations concerning satisfaction or dissatisfaction with the programs?

VOCATIONAL EDUCATION - Advisory Group

1 How many are in the Advisory Group?

2 What is the composition of the group?

3 How are members selected?

4 How does this Advisory Group function, i.e., frequency of meetings, etc.?

5 Does the Advisory Group participate in functions such as placement, recruiting, etc.?

6 Does the Group play a major role in planning?
= major, minor

7 How does AVE fit into the Advisory Group's priorities?
= major, average, minor

8 How does the AVE need for the inner city group fit into the Advisory Group's priorities?
= major, average, minor

9 How are priorities determined?

10 Do groups from the inner city come to meetings to discuss their specific problems?

10a Is there feedback from community groups concerning satisfaction or dissatisfaction with AVE?

11 Do business and industry provide feedback concerning their satisfaction or dissatisfaction with AVE?

HEADS OF OCCUPATIONAL DEPARTMENTS AND PRINCIPALS

1 What is the focus of your AVE Programs?

= Training unskilled, additional training, avocational training, other

2 What percent of the AVE Program is operated by your department?

3 Is there special emphasis on meeting the needs of inner city residents?

3a Are there special recruiting efforts?

3b Are there special programs?

3c Are there special services?

3d Is there any other tailoring of the program to suit these needs?

3e Do you have a high priority on AVE for the inner city resident?

= High, Average, Low

3f Do you feel school administration places a high priority on AVE for the inner city resident?

4. What is your role in the planning for new programs and the continuation of old?

=if originator - fill out planning interview guide.

5 Are you responsible for hiring instructors?

5a If yes, what are qualifications you have established for instructors?

6 Are there counselors for AVE students?

6a What is their function?

6b What is their case load?

7 Are qualified instructors and counselors difficult to find?

8 Is there a specific job development and placement effort?

8a Are jobs plentiful in your particular occupational area?

8b Do you experience difficulty in placing all those who complete training?

9 Do you follow-up with the students after job placement?

9a Do you receive any feedback on their satisfaction with training?

10 Do you follow-up with the employer after an individual has been placed?

10a If yes, do employers feel the training is adequate?

10b Do you use these data in planning?

11 Are there specific advisory groups which assist you?

11a If yes, what is their purpose?

11b Do they assist in planning?

11c Do they assist in job placement?

12 Do you maintain a liaison with the business community?

12a If yes, how?

12b If yes, does this liaison assist in planning and placement?

OCCUPATIONAL ADVISORY GROUPS

1 What is the size of the advisory group?

2 What are member backgrounds (jobs)?

3 How frequently does the group meet?

4 What is the purpose of the group?

5 Does the group participate in planning?

6 Does the group participate in job development and placement?

7 Does the advisory group place a priority on AVE for inner city residents?

8 Does the advisory group receive feedback on student and job placement satisfaction with training?

9 Does the advisory group receive feedback on employer satisfaction with training?

10 Does program management usually follow your recommendations?

  10a If yes, what specific types of recommendations do you make?

11 Is there close coordination with the business community?

  11a With the labor unions?

  11b With the School Boards?

INSTRUCTOR

1 What are the objectives of your specific course?

2 Does your program specialize in or include adult inner city residents?

= Specialize, Include, Neither

2a Are there special efforts to recruit inner city residents?

3 Do you take an active part in:

3a Planning

3b Counseling and guidance

3c Job development and placement

4 Are jobs in your area plentiful? (Do individuals who successfully complete the course get placed?)

5 Do you work closely with an advisory group?

6 Do you work closely with trade associations and the business community?

7 Are the adult inner city residents in separate classes or are they in regular AVE or secondary vocational courses?

= Separate, Include, Neither

7a If included, how would you rate their performance with other students?

= Better, Same, Poorer

7b If included, do adult inner city residents require greater attention, instruction and counseling?

7c If included, is the placement and retention as great as regular students?

7d If separate, what is the rationale for separation?

8 Do you receive feedback from those individuals placed on job concerning satisfaction with the training?

9 Do you receive feedback from the employers concerning their satisfaction with the training provided?

PARTICIPANT

1 What is your objective for taking this training?

2 How did you become interested in this particular program?

= Friend, Advertisement, Employer, Counselor, Other

3 Are you presently employed?

= Yes, No, Full-Time, Part-Time

3a If yes, is the job in some general type of work as training?

3b If yes to 3 and 3a, has your job responsibility or salary increased because of training?

4 How long will your training require?

5 What do you expect in the way of a job at the completion of training?

5a Will the school provide placement assistance for you?

5b Do you know where you can obtain a job?

5c Is there a large demand for people in the area in which you are training?

6 Is the training difficult?

6a Is training content what you expected?

6b Are the facilities (room, lighting, etc.) adequate?

6c Is there sufficient training equipment?

7 Is the return to school difficult to adjust to?

7a Is the program designed to assist in the adjustment?

7b Does the instructor(s) understand the adjustment problems and structure the training appropriately?

8 Are all program participants in the same age group and of approximately the same educational background?

8a If no, does this cause problems with adjustment?

9 Do the counselors talk with you frequently?

9a If yes, do you tell them of problems, etc., that concern you?

9b When you have identified problems, have they been of assistance?

10 Is transportation to school a problem?

11 What parts of the program do you like?

12 What parts of the program do you dislike?

13 If it were up to you, what changes would you make to improve training and make the program more attractive?

14 Do your plans include future training in the same field?

EMPLOYER

1 How did your company become familiar with the public school AVE Program?
=friend, advertisement, association, advisory group, other

2 Do you have difficulty getting trained employees?

3 How many AVE trained employees do you have?

4 Do AVE trained employees adapt to job and progress as well as other employees?
=better, not as well, equal

5 Is the job performance of the AVE trained employee as effective as that of other employees?

6 Does the AVE training satisfy the job skill requirements?

7 Does the training provide a basis for future advancement?

8 Would you recommend the use of AVE trainees by friends in like businesses?

9 Are the skills of your AVE-trained employees demand skills?

10 Do you have any recommendations for the AVE in your specific area?

11 Do you hire individuals from other training programs such as MDTA, etc?

12 11a If yes, has does training compare with that of AVE?

12 Do you hire untrained people for the same job as the AVE graduate?

12a If yes, do they receive the same starting rate?

LABOR UNION OFFICIALS

1 Do you work with the public schools in those programs teaching union related skills?

1a If yes, do you assist in planning or curriculum design?

1b If yes, do you assist in placement?

1c If no, are you familiar with such programs?

2 Do you have AVE graduates as apprentices in your union?

2a If yes, how many do you have in union?

2b If yes, do AVE trained apprentices adapt to the job and progress as well as other apprentices?

2c If yes, does the job performance of the AVE trained apprentice compare with that of other apprentices?

3 Is the training provided by AVE programs sufficient for entry level jobs?

4 Is there a constant demand for workers with these specific skills?

AVE DIRECTOR FOR FEDERALLY FUNDED PROGRAMS

1 Are the goals of federally funded programs different from those or regular AVE?

2 Are the planning functions separate from those of regular AVE?

3 Do you have separate advisory groups? If yes, identify.

4 Is the organizational operation of your programs separate from the operation of regular AVE?

5 Are the operational facilities separate?
= yes, no, partial

6 Are there separate instructional staffs?
=yes, no, partial

7 What manpower programs do you serve?

7a Do each have separate functions for:
=recruiting, counseling, job development and placement, follow-up.

7b If yes, identify individual responsible for interview.

7c (If any of these functions are performed internally, use special interview guide at this point).

8 Do you maintain a separate liaison with the business community?

9 Do you receive sufficient feedback from participants to evaluate their satisfaction with training?

9a If yes, what is the process for obtaining this feedback?

10 Do you receive sufficient feedback from employers to evaluate their opinion of the Vocational Training?

10a If yes, what is the process for obtaining this feedback?

11 Do you coordinate closely with the AVE operation?

DIRECTOR OF MANPOWER SUPPLY AGENCIES

1 Do you supply trainees to the local public school vocational educational programs?

1a If yes, what program or programs?

2 Do you have a contract for specific programs?

3 Do you have an agreement for a specific number of trainees?

4 Do the trainees you recommend attend courses with regular school students?

4a If yes, does this create problems because of diversity in attainment levels?

5 Do you actively recruit?

5a What are the participant selection criteria?

6 Do you provide on-going services such as counseling for those individuals placed in school programs?

7 What supportive services are available?

7a What are their funding sources?

8 Do you provide placement and follow-up services?

8a If yes, what are the general procedures?

8b If no, who performs these services?

9 How is the training evaluated by those individuals who have been placed on jobs?

10 Is employer feedback on their satisfaction with training encouraged?

11 Is there effective coordination with the public school system?

12 What are the major problems, if any, that you encounter with the local school system?

13 Does the school provide you with timely reports of trainee progress?

DIRECTOR OF FEDERALLY FUNDED MANPOWER TRAINING PROGRAMS

1 Is there a specific goal or objective of this program which is different from those programs of the local school system?

2 Is there coordination with the local school system in such areas as curriculum or planning?

3 What is the federal funding level?
= $

4 What percent of the funds are used for manpower training?
= $

5 Do you maintain a specific planning staff for program development and design?

5a If no, who performs the planning function?

6 Do business or industry contribute to your planning function?

6a If yes, who and how?

7 Is specific labor market information used in the planning process?

7a If yes, identify.

8 What types of vocational training programs are offered?

9 What is the size and general background of the instructional staff?

10 Do you actively recruit?

10a What are the criteria for participant acceptance?

11 Do you have counselors?

11a What is their case load?

11b What are their general responsibilities?

12 What supportive services are available?

12a What is the funding source for each?

13 What is the job development and placement process?

14 What is the follow-up process?

14a What program statistics are available?

15 How is the community acceptance of this program determined?

16 How is employer acceptance of the program determined?

OTHER RELATED GROUPS

1 Does your organization have or contribute to programs concerned with manpower training?

  1a If yes, purpose.

  1b Size in people and money.

2 Does your organization have a manpower planning facility or access to planning source data?

  2a If yes, what is purpose?

  2b If yes, what is size?

  2c Identify planning source data.

3 Does your organization have a job development or placement facility?

  3a If yes, purpose.

  3b Does this require coordination with other manpower training agencies?

4 Does your organization provide supportive services of any type?

5 Do any of your activities require cooperation or coordination with the local public schools?

	INTERVIEWEES	OBJECTIVES
	PHASE I	
1	Director of AVE	Establish Contact with the Focal Point of the City Study Receive an Initial Orientation to the Program Identify Individual Data Sources Collect Objective Data
2	Superintendent of Schools Presiding Officers, Board of Education Director of Vocational Education General Vocational Education Advisory Groups Head of Occupational Departments	Record the Schools Attitude Toward AVE Examine Schools Understanding of AVE Problems Identify Present and Future Priorities Within the School Structure
3	Other Federally Funded Manpower Training Programs Within The Local Educational Systems	Collect Basic Program Data Obtain Views of Directors
4	Other Manpower Training/Supply Organizations	Obtain Insights into the Total Community Efforts Toward AVE Collect Basic Program Data from Other Programs Collect Data on Trainees
5	Chamber of Commerce Local Government Labor Unions Other Related Groups	Obtain a Broader Understanding Of: Community Employment Problems All Manpower Training Efforts
	PHASE II	
6	Specific AVE Advisory Group Specific Course Instructors Specific Course Participants, Placements and Dropouts Employers Relevant Labor Unions Relevant Trade Associations	Collect Detailed Program Data Evaluate the Facilities, Staff and Curriculums Obtain Views of Employers, Participants, Placements, etc.

INTERVIEW SEQUENCE AND OBJECTIVES

STANDARD QUESTIONS

1 Do the adult vocational training needs of the inner city resident differ from those of other adults?

2 Is the public school system aware of the problems of the adult inner city resident?

3 Are the public schools adjusting their adult vocational programs to meet the inner city resident needs?

4 Is the public school adult vocational training program realistic in terms of labor market needs specific to this area?

5 Does the public school adult vocational training program equip the inner city resident with sufficient training for effective job performance?

6 Are adult inner city residents aware of the opportunities available through the public school adult vocational training programs?

7 Do the inner city residents utilize the public school adult vocational training programs?

8 Are other manpower training programs aware of the problems of the inner city resident?

9 Do other manpower training programs satisfy the needs of inner city residents in terms of job training and placement?

APPENDIX III

COURSE OFFERINGS
BY TAXONOMY CODE
BY CITY

TAXONOMY	AREA	PHILADELPHIA Courses	PHILADELPHIA Enrollees	CLEVELAND Courses	CLEVELAND Enrollees	SAN FRANCISCO Courses	SAN FRANCISCO Enrollees	TOTAL Courses	TOTAL Enrollees
04.0000	Distributive Education	0	0	51	943	9	516	60	1459
07.0000	Health Occupations	5	179	43	754	10	202	58	1135
09.0000	Home Economics	29	924	46	803	13	282	88	2009
14.0000	Office Occupations	190	6342	125	2009	100	4803	415	13154
16.0000	Technical Education	6	97	0	0	21	657	27	754
17.0000	Trade and Industrial Occupations	221	5720	160	2409	155	4273	536	12402
	TOTAL	451	13262	425	6918	308	10733	1184	30913

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
04-0400	Investments				4	50	30	3	243	36	7	293
0600	Food Store Operation							4	143	108	4	143
0700	Food Handling/Sanitation							2	130	108	2	130
1500	Psychology				12	253	30,57 60,68				12	253
1500	Law				5	85	30,57 68				5	85
1700	Real Estate				1	10	45				1	10
2000	Consumer Economics				3	79	57				3	79
2000	Sales				1	17	60				1	17
9900	Business Law				5	68	60,68				5	68
9900	Business Math				17	341	57,60 68				17	341
9900	Business English				1	12	68				1	12
9900	Math Refresher				1	11	45				1	11
9900	Business Organization				1	17	60				1	17
	Total				51	943		9	516		60	1459

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
07-0302	Licensed Vocational Nursing (Health - RN)	5	179	23,48 73,80 95	38	680	80	6	110	46 wks.	49	969
0302	Pharmecology and Nursing				1	13	60				1	13
0302	Pharmecology				2	33	80				2	33
0302	Medical Transcription				2	28	38				2	28
0904	Medical Assistants							4	92	54,108	4	92
	Total	5	179		43	754		10	202		58	1135

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
09-0102	Child Development							26	2236	180	26	2236
0103	Millinery	11	289	14,18 55,56 28,42 23,32	7	111	45 102				18	400
0103	Sewing				23	176	45,51 198				23	176
0103	Clothing				106	4020	30,32 31,2 27,37 28,55 29,23 139				106	4020
0103	Clothing and Textiles	1	17	57				36	1777	108	37	1834
0103	Pattern Making	2	31	56,28	4	65	45				6	96
0103	Family Health				3	109	57				3	109
0103	Sewing and Tailoring				3	70	45				3	70
0104	Consumer Education							2	25		2	25

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
09-0107	Baking and Cake Decorating	12	396	1,14 2,27 28	7	136	45				19	532
0108	Family Management				2	48	60				2	48
0109	Housing and Home Furnishings							13	282		13	282
0109	Slip Cov/Draperies	7	224	28,56 2	2	23	45				9	247
0202	Dressmaking	3	87	28,78	14	239	45				17	326
0202	Tailoring	4	160	28,56 27	5	73	45				9	233
0202	Tailoring and Dressmaking				3	70	45				3	70
0202	Upholstery				4	46	45				4	46
	Fabric Cutting/Grading	1	19	51							1	19
	Fabric Cut Yielding	1	19	51							1	19
	Fabric Cut Cutters	1	19	51							1	19
0500	Home Gardening				7	141	30				7	141
0500	Soils and Plants				1	15	20				1	15
0500	Turf Management				1	12	20				1	12
	Total	29	924		46	803		13	282		88	2009

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
14-0000	Business English	1	21	30	1	19	68	8	240	36,72 90	10	280
0000	Civil Service Preparation	9	263	60,56 44,24 27				4	216	72	13	479
0000	Business Math Refresher							2	126	180	2	126
0100	Accounting	2	46	28,21	1	31	51				3	77
0100	Bookkeeping	12	456	30,42 10,68 27,54 34,35 70	14	197	30,45 60,68	8	324	72	34	977
0104	Comptometer	1	18	68				2	126	180	3	144
0102	Distribution	1	15	68							1	15
0104	Office Machines							2	130	180	2	130
0104	Calculating Machines							3	189	72,180	3	189
0200	Data Processing	7	141	23,54 56,24 26	11	167	45	2	162	72	20	470

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
14-0200	Business Data Processing	1	20	26							1	20
0202	Keypunch	4	68	60	2	26	45	4	252	72	10	346
0203	Computer Programming	5	90	12.22 30,60				2	162	72	7	252
0302	Clerical Record Keeping							1	63	180	1	63
0302	Record Keeping							1	62	180	1	62
0303	Office Practice (Clerk)	16	436	28,55 35,68 42,137 36,34 71,20	7	92	57,60	1	63	180	24	591
0303	Clerical Training							1	30	180	1	30
0399	Office Machines Operator				16	241	30,45 57,60				16	241
0702	Medical Secretary							8	240	180	8	240
0702	Office Practice (Secretary)							1	30	180	1	30
0703	Shorthand				29	438	30,45 57,60	13	390	27,72 180	42	828

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
14-0703	Stenographic	52	1788	28,56 30,15 60,21 19,54 16,27 69,18 137							52	1788
0703	Advanced Dictation	1	13	16							1	13
0803	Intro to Supervisory	1	11	10							1	11
0899	Small Business Management	1	25	30							1	25
0902	Typing	78	2681	56,28 55,30 68,14 27,23 15,11 25,10 22,13 137,7	43	779	30,45 57,68	37	1998	36,54 72,90 180	158	5458

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
14-9900	Business English				1	19	68				1	19
	Business Economics	1	24	68							1	24
	Business Law	1	36	68							1	36
	Academic	1	33	137							1	33
	Law and Economics	2	86	56,3							2	86
	Management/Economics	1	11	29							1	11
	Investment Management	1	20	22							1	20
	Business Communication	1	22	22							1	22
	Basic Math	1	18	22							1	18
	Total	190	6342		125	2009		100	4803		415	13154

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
16-0100	Laboratory Technician	1	13	28							1	13
0100	Electrical Theory and Technology							1	14	54	1	14
0105	General Physics/Chemistry							1	35	54	1	35
0106	Structural Steel	1	16	56							1	16
0107	Electrical Technician	2	38	56							2	38
0108	Electronics Technician	2	30	56							2	30
0108	Electronic Theory/Technology							4	128	54	4	128
0109	Electromechanical Motors							2	77	54	2	77
0113	Data Processing/Computer Programming							10	332	108	10	332
0114	Metallurgucal Technology							1	12	108	1	12
0699	Paint Technology							2	59	54	2	59
	Total	6	97					21	657		27	754

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-0100	Air Conditioning/Refrigeration	6	114	60,64 66,59				2	38	14,108	8	142
0100	Air Conditioning	1	21	60							1	21
0101	Refrigeration	2	41	30,53							2	41
0102	Oil Burner	1	13	30							1	13
0200	Appliance Repair/Refrigeration							2	56	121	2	56
0200	Washer Repair				1	10	45				1	10
0202	Gas Appliance/Valve Controls							2	45	54	2	45
0301	Body and Fender	1	12	55	3	43	45				4	55
0301	Automotive - Frame Alignment							2	37	108	2	37
0302	Auto Mechanics	19	551	27,60 55,56 68,54	26	416	45				45	967
0302	Automotive - Foreign Car							4	66	108	4	66
0303	Automatic Transmission				5	61	45	?	90	108	5	151
0303	Automobile Air Conditioning				3	39	45				3	39
0303	Front End Alignment				1	12	45				1	12
04010	Aviation - Sheet Metal							2	37	108	2	37
04010	Aviation - Airframe							2	58	108	2	58

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-040102	Aviation - Powerplant							4	130	108	4	130
040199	Aviation - Hydraulics							1	9	108	1	9
0403	Aviation - Ground Operation							2	72	122	2	72
0499	Aviation - "E.S.L."							2	67	108	2	67
0500	Marine Blueprint Reading							2	32	54	2	32
0500	Blueprint Reading	6	146	30,60 29,72 55	11	161	45				17	307
0700	Art	4	132	32,27							4	132
0801	Seamanship			54				4	299	640	4	299
0900	Photography	1	15	24							1	15
1000	Building Maintenance	2	48	75,150							2	48
1000	Building Construction	1	24	30							1	24
1001	Carpentry	6	558	36 1000							6	558
1001	Carpentry - Blueprint Reading							2	29	54	2	29
1002	Electricity				5	66	45				5	66

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-1003	Heavy Equipment Operator	14	134	57 144							14	134
1005	Spray Painting/Wallcovering							2	77	45	2	77
1005	Paint/Decorating	3	86	55,304							3	86
1005	Bricklayer	7	165	60							7	165
1005	Paper Hanging				2	37	45				2	37
1007	Plumbing	10	331	56,60 600 613				2	32	45	12	363
1007	Steam Fitting	3	217	120 600							3	217
1009	Glazier	1	26	32	1	12	45				2	38
1099	Ironwork	5	149	30,40 57,60							5	149
1100	Building Maintenance				2	44	136				2	44
1100	Custodial Services				4	60	90	4	188	72,90	8	248
1200	Diesel				4	59	45				4	59
1300	Draft/Mechanical Drawing	8	98	34,56 120,75	4	54	45	6	140	108	18	292

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-1300	Drafting	4	71	27,56 68							4	71
1400	Electrical Blueprint Reading							2	21	36	2	21
1401	Electricity	9	252	30,60 41,54 44							9	252
1401	Industrial Electricity							16	209	36,54 108	16	209
1502	Industrial Electronics				9	139	45				9	139
1502	Electronics	7	118	55,60 68,27	1	30	45	4	62		12	210
1501	FCC Communications							2	36	108	2	36
1503	Radio/Television	5	166	60,54 56,28	2	25	45				7	191
1503	Television				4	59	45	4	117	108	8	176
1503	Color TV				2	27	30				2	27
1503	Transistor Theory				3	34	45				3	34
1599	Electronics							17	226	54	17	226
1601	Dry Cleaning							2	65	54	2	65

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-1700	Supervisory Training				1	19	39	4	260	54	5	279
1900	Offset Retaining				2	39	44				2	39
1901	Composition, Typesetting	1	18	60				4	105	54	5	123
1901	Linotype	2	33	60							2	33
1901	Offset Camera	1	13	60							1	13
1902	Offset Press	1	24	60				4	77	54	5	101
1903	Camera Preparation							2	27	54	2	27
1905	Pasteup							1	11	54	1	11
1999	Graphic Arts							1	6	54	1	6
2200	Marine Pipefitting							4	83	108	4	83
2302	Machine Shop	7	129	56,21 68,54 3,136	13	192	45	8	159	108	28	480
2302	Industrial Hydraulics				2	31	45				2	31
2302	Multi Spindle				1	15	45				1	15
2302	Machine Repair				1	17	30				1	17
2302	Brace Maker	1	44	28							1	44
2304	Electroplating				1	19	32				1	19

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-2305	Sheet Metal	6	363	60,64 66,59 860	1	22	45				7	385
2305	Marine Sheetmetal							1	12	108	1	12
2306	Welding				19	291	45	16	866	54,108	35	1157
2306	Welding - Gas	7	155	30,40							7	155
2306	Welding - Elec.	6	65	30,40							6	65
2306	Acetylene Welding				1	16	45				1	16
2306	Arc Welding				2	33	45				2	33
2306	Plumbers' Welding				4	61	45				4	61
2306	Welding	5	176	54,56 72							5	176
2400	Metallurgy				1	10	45				1	10
2601	Barbering				1	71	30				1	71
2602	Hairstyling	1	14	28							1	14
2902	Dinner and Party Aides				3	24	45				3	24
2902	Party Foods				2	27	45				2	27
2904	Waiter/Waitress							3	67		3	67
3000	Refrigeration				3	32	45				3	32

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
07-0107	Foods											
17-3202	Water Waste Treatment				2	30	45				2	30
3301	Power Sewing	3	66	27,78	4	44	45	4	219	90,270	11	329
3302	Fashion Design/Pattern Drafting							4	88		4	88
3500	Upholstery	5	84	27,55 56,68							5	84
3601	Furniture	2	62	56,23							2	62
3601	Woodworking	16	479	56,28, 60,68 54,136 47,26							16	479
3601	Furniture and Woodworking				1	13	45				1	13
3601	Cabinetmaking	2	126	56 1000							2	126
3699	Woodworking/Carpentry							5	76	54	5	76
9900	Shop Math				2	27	455				2	27
2399	Metal	1	20	56							1	20
	Related English	6	49	45,715							6	49
	Related Math and Science	8	67	12,195 90,390							8	67

TAXONOMY	COURSE	PHILADELPHIA			CLEVELAND			SAN FRANCISCO			TOTAL	
		# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT	# HOURS	# COURSES	ENROLLMENT
17-	Photogrammetry	1	6	47							1	6
	Tailoring	2	39	56							2	39
	M.R.I.	6	74	30,60							6	74
	R.S.E.S.	5	126	30							5	126
	Total	221	5720		160	2409		155	4273		536	12402

APPENDIX IV

STANDARD QUESTIONS AND PARTICIPANT RESPONSES

STANDARD QUESTIONS

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
1. Do the adult vocational training needs of the inner city resident differ from those of other adults?				
a. Yes	19	19	11	49
b. No	10	8	4	22
2. Is the public school system aware of the problems of the inner city resident?				
a. Yes	23	25	15	63
b. No	5	1	1	7
3. Are the public schools adjusting their adult vocational programs to meet the inner city resident needs?				
a. Yes	22	23	9	54
b. No	7	1	7	15

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
4. Is the public school adult vocational training program realistic in terms of labor market needs specific to this area?				
a. Yes	16	23	9	48
b. No	7	-	1	8
c. Yes and No	4	3	-	7
5. Does the public school adult vocational training program equip the inner city resident with sufficient training for effective job performance?				
a. Yes	14	23	6	43
b. No	7	2	-	9
c. *	7	1	4	12
6. Are adult inner city residents aware of the opportunities available through the public school adult vocational training program?				
a. Yes	8	15	4	27
b. No	15	8	7	30
c. Need more	3	4	1	8

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* Discussed question but did not respond definitely

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
7. Do the inner city residents utilize the public school adult vocational training programs?				
a. Yes	12	10	4	26
b. No	10	12	3	25
c. *	4	3	4	11
8. Are other manpower training programs aware of the problems of the inner city resident?				
a. Yes	16	13	10	39
b. No	4	2	-	6
c. *	11	8	5	24
9. Do other manpower training programs satisfy the needs of inner city residents in terms of job training and placement?				
a. Yes	15	13	5	33
b. No	5	1	2	8
c. **	11	11	6	28

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* Discussed question and responded yes and no

** Discussed question but did not feel qualified to make evaluative responses

PARTICIPANT INTERVIEWS

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
1. What is your objective for taking this training?				
a. Academic	9	-	1	10
b. Job	11	1	26	38
c. Upgrading	17	9	6	32
d. Personal Interest	11	2	7	20
e. Second job	2	-	-	2
f. Licensure	3	-	-	3
g. Refresher	1	1	-	3
h. Apprentice	-	2	-	2
2. How did you become interested in this particular program?				
a. Counselor	1	-	-	1
b. Friend/relative	14	8	17	39
c. VA	1	-	1	2
d. WIN/CEP	1	-	-	1
e. MDTA	1	-	-	1
f. Advertisement	5	-	10	15
g. Board of Education	2	-	-	2
h. Employer	3	2	2	7
i. Apprentice	6	2	-	8
j. Attended school	6	-	4	10
k. Other	12	3	3	18

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
3. Are you presently employed?				
a. Yes	39	12	15	66
Full-time	36	12	15	63
Part-time	3	1	-	4
b. No	14	4	26	44
3a. If yes, is the job in same general type work as training?				
a. Yes	23	8	10	41
b. No	11	1	5	17
3b. If yes to 3 and 3a, has your job responsibility or salary increased because of training?				
a. Yes	8	5	5	18
b. No	10	4	10	24
c. Probably	1	2	-	3
4. How long will your training require?				
a. Last semester	7	-	4	11
b. 1 more semester	6	-	6	12
c. 2 more semesters	6	-	8	14
d. 3 more semesters	-	-	1	1
e. 4 or more semesters	1	2	-	3
f. "As long as necessary"	6	9	7	22
g. "Forever"	7	-	-	7
h. ?	3	2	3	8

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
5. What do you expect in the way of a job at the completion of training?				
a. Don't know	3	-	12	15
b. Further education	2	-	2	4
c. Better job and/or increased responsibility	20	13	27	60
5a. Will the school provide placement assistance for you?				
a. Yes	5	3	12	20
b. No	4	7	4	15
c. Don't know	6	1	9	16
5b. Do you know where you can obtain a job?				
a. Yes	10	9	11	30
b. No	4	1	13	18
c. Don't know	1	1	-	2
5c. Is there a large demand for people in the area in which you are training?				
a. Yes	10	11	17	38
b. No	-	1	1	2
c. Don't know	4	1	5	10

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
6. Is the training difficult?				
a. Yes	3	6	15	24
b. No	21	7	20	48
c. Don't know	-	-	2	2
6a. Is training content what you expected?				
a. Yes	17	5	29	51
b. No	1	7	1	9
c. Don't know	-	2	2	4
6b. Are the facilities (room, lighting, etc.) adequate?				
a. Yes	18	9	32	59
b. No	-	5	1	6
6c. Is there sufficient training equipment?				
a. Yes	15	10	23	48
b. No	-	4	7	11
c. Don't know	1	-	-	1
7. Is the return to school difficult to adjust to?				
a. Yes	6	2	9	17
b. No	17	12	21	50
c. Don't know	-	-	3	3

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
7a. Is the program designed to assist in the adjustment?				
a. Yes	7	6	6	19
b. No	2	-	1	3
7b. Does the instructor(s) understand the adjustment problems and structure the training appropriately?				
a. Yes	7	8	6	21
b. No	1	-	-	1
c. Don't know	-	-	-	-
8. Are all program participants in the same age group and of approximately the same educational background?				
a. Yes	8	5	5	18
b. No	18	8	22	48
c. Don't know	1	-	1	2
8a. If no, does this cause problems with adjustment?				
a. Yes	-	-	-	-
b. No	16	7	19	42
9. Do the counselors talk with you frequently?				
a. Yes	2	1	5	8
b. No	10	5	10	25

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
9a. If yes, do you tell them of problems, etc, that concern you?				
a. Yes	2	-	2	4
b. No	1	1	-	2
9b. When you have identified problems, have they been of assistance?				
a. Yes	2	-	-	2
b. No	-	-	-	-
10. Is transportation to school a problem?				
a. Yes	-	2	1	3
b. No	54	14	33	101
c. Parking problem	-	-	6	6
11. What parts of the program do you like?	N.A.*	N.A.*	N.A.*	-
12. What parts of the program do you dislike?	N.A.*	N.A.*	N.A.*	-
13. If it were up to you, what changes would you make to improve training and make the program more attractive?	N.A.*	N.A.*	NA.A*	-

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*No response/pattern evident

	CLEVELAND	PHILADELPHIA	SAN FRANCISCO	TOTAL
14. Do your plans include future training in same field?				
a. Yes	40	13	19	72
b. No	6	1	6	13
c. Maybe	3	-	2	5